

The Plan





Plan Goals

The overarching goal of the Plan is for Downtown to add value to Milwaukee. It seeks to accomplish this by creating a Downtown that is appealing to visitors, current and potential investors, and current and potential residents. It seeks to guide development of Downtown property and public space to create a more vibrant, active, and exciting place to live, work, learn, and play.

To achieve these goals, the plan focuses on several objectives that were identified through the VPS™, the public workshops, and the professional synthesis.



Objectives

1. Residential Development: To increase the amount and variety of Downtown housing.

The development of a variety of housing types (townhouse, multi-unit apartments, live/work, owner/renter, etc.) can achieve an expanded and diverse downtown population. Residential development also increases downtown's appeal by extending activity beyond office hours.

2. Destination Entertainment: To expand the number and variety of destination entertainment venues in Downtown.

Downtown should be the first choice location for one-of-a-kind cultural and entertainment venues. Venues such as the Humphrey IMAX Theater, the Milwaukee Art Museum Calatrava addition, and the Harley-Davidson museum, bring visitors who increase weekday and weekend activity throughout downtown. Other venues contribute the vibrancy of nightlife and should also be encouraged.

3. Balanced Transportation: To provide attractive options for travel within Downtown.

Downtown should be a place where it is easy to move around and where major destinations are accessible. Parking should be easy to find and close to major destinations, transit should connect destinations, and information on the availability of parking, availability of transit, and where major destinations are located should be plentiful.

4. Office Prominence: To maintain Downtown as the metropolitan area's single largest concentration of office development.

Downtown should promote a wide variety of types of offices, including buildings that provide both offices and other uses.

5. Quality of the Pedestrian Realm: To make walking attractive, easier, and convenient.

The pedestrian environment in downtown should be welcoming, by offering well maintained landscaping, adequate lighting, safe and clearly defined crosswalks, and plentiful, easy to understand directional signs.

6. Downtown's Unique Assets: To take maximum advantage of the special features found downtown.

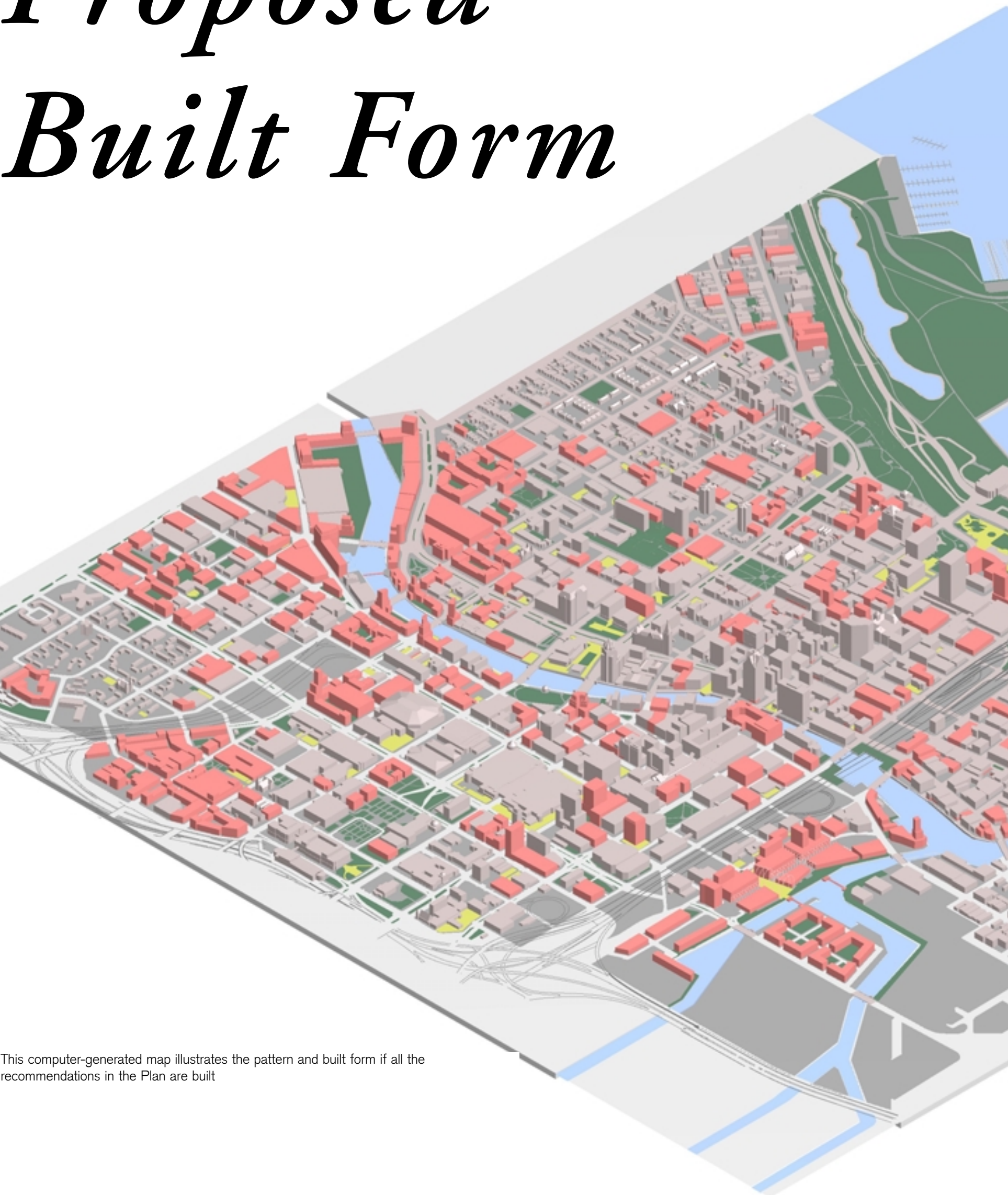
The River has special appeal for a wide range of activities; new public and private development should work to amplify that appeal. Downtown's rich architectural legacy should be maintained and enhanced with new high-quality development. Downtown has a wider range of activities than other places; the range should be further broadened with new activities that complement existing ones.

7. Catalytic Projects: To achieve maximum benefit from major private and public investments.

Some projects have the potential to encourage additional investment or provide Downtown with a marketing advantage. These projects should receive special recognition and support.



Proposed Built Form



This computer-generated map illustrates the pattern and built form if all the recommendations in the Plan are built





Both the public and private sectors in Milwaukee are aggressively pursuing urban redevelopment. They can, therefore, anticipate continued positive results if both maintain their focused policy commitment and their actions that stimulate key investments. The dynamics of change are as much due to commitment as to the presence of strong market forces and capital.

Milwaukee has all the tools available to accomplish the task of Downtown development. It has location, population, economic power, attraction power, multiple waterfront amenities, a national identity and positive opportunities in every market sector. There is a success list of community accomplishments in housing, convention facilities, entertainment attractions, museums and the Riverwalk. There is momentum on which to move the Downtown Plan recommendations from concept to reality.

These great things are happening in Downtown Milwaukee; they create an appropriate environment for proposing a future development program.

Housing

Perhaps the area of greatest market accomplishment occurs in the housing sector. By aggressively halting construction of the eastern end of the Park East Freeway and converting the corridor into housing sites, the City, County, Milwaukee Redevelopment Corporation, and private developers have proven that there is a strong housing market in Downtown Milwaukee. (The metropolitan Milwaukee 1990 housing overview is available from the City.) With 1,000 units on the drawing board and pending approval, Milwaukee can become the envy of most urban areas. With product types ranging from single-family to multi-family and upper price points exceeding \$300,000, new neighborhoods are emerging. The Library Hill project creates a new milestone in product and location for Downtown housing. Loft conversions are seeing 75 percent lease-up during construction. These are occurring in locations that prove the ability of any structure accomplished with quality design and good product amenities to have absorption potential in the Downtown core and Third Ward.

Retail, Mixed Use and Entertainment

Without a doubt, entertainment is the "star performer" of Downtown Milwaukee. Annual visitation to Downtown Milwaukee and the metropolitan area is approximately five million visitors. The major attractions are numer-

ous; Bradley Center, Summerfest and the Ethnic Festivals, the Marcus Center for the Performing Arts, Milwaukee Art Museum, Milwaukee Repertory Theater, Milwaukee Ballet, and the Milwaukee Public Museum. The new IMAX Theatre, Art Museum expansion, Betty Brin Children's Museum, and Discovery World James Lovell Museum will bring additional visitors.

The convention facility expansion and aggressive marketing are moving Milwaukee up to a second-tier city status. The attraction of 10,000 plus attendance at conventions, many with nationally recognized organizations, will move convention visitation through an outstanding growth trend. Acceleration from the current quarter million conventioners up to a million is an aggressive goal. Hotels will be a key factor in the success of this program. New rooms are on the drawing board and going through the approval process for multiple Downtown locations.

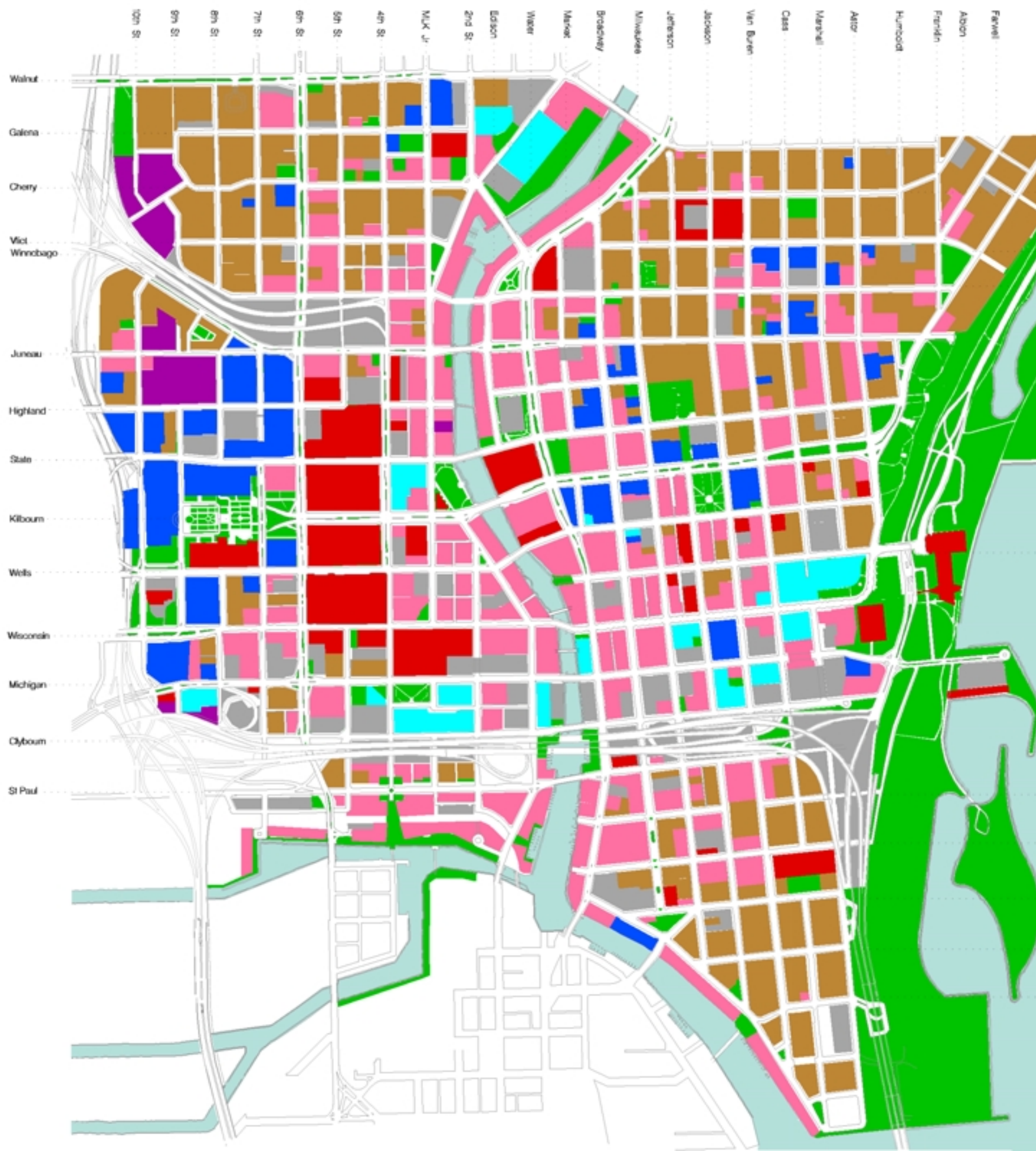
Employment

Historically, Downtown Milwaukee was the regional center of office/employment. In 1998, it was eclipsed by the suburban market. However, Downtown has considerable amount of available building stock allowing the City to attract employment. Proximity to employee resources in the immediate urban area is a resource to be developed and there is an unemployment problem to be solved.

Milwaukee's Class A vacancy rate is not unlike other metropolitan areas. Milwaukee has had no recent class A construction; there has, however, been an office market ripple. A major bank merger involving Firststar and Star Banc has concluded with the new entity choosing Milwaukee as their corporate headquarters. This action has resulted in the repurchase of the Firststar building and an expansion of bank administration space. A ripple effect has been moving tenants of Firststar into other Class A space.

These are but some of the market strengths prevalent today in Downtown Milwaukee. The initiative that they reveal reflects the desire to redevelop Downtown into a vibrant place. However, these initial redevelopment projects are isolated achievements. Created as individual endeavors, their disjointed physical relationships fragment Downtown into a series of destination spots. As a product of this plan, the marketing velocity for Downtown will be strengthened, nurtured and developed. This plan provides a framework for reconstituting Downtown reflecting the public consensus.







Downtown should be that area of the city where the leading components of the regional economy are located. Downtown is, also, an assemblage of interconnected and interdependent neighborhoods. The well-being of the entire city of Milwaukee is inextricably tied to Downtown’s growth. However, development patterns of the past 50 years have severed and fragmented the neighborhoods. This isolation stymies the ability to maximize their full development potential. Present growth occurs piecemeal, without the proper guidance to reconnect and enhance existing development. The framework of this Downtown Comprehensive Plan will guide future development to create a unified urban experience while encouraging healthy neighborhoods and districts.

The enhancement of Downtown is dependent upon safeguarding the character of the public realm, the building edges, sidewalks, plazas, and parks that residents, workers and visitors communally enjoy. As such, the Plan calls for

all development to contribute to the incremental creation of a complete Downtown. The plan pays careful attention to ensure that buildings are externally oriented forming continuous, amenable urban spaces.

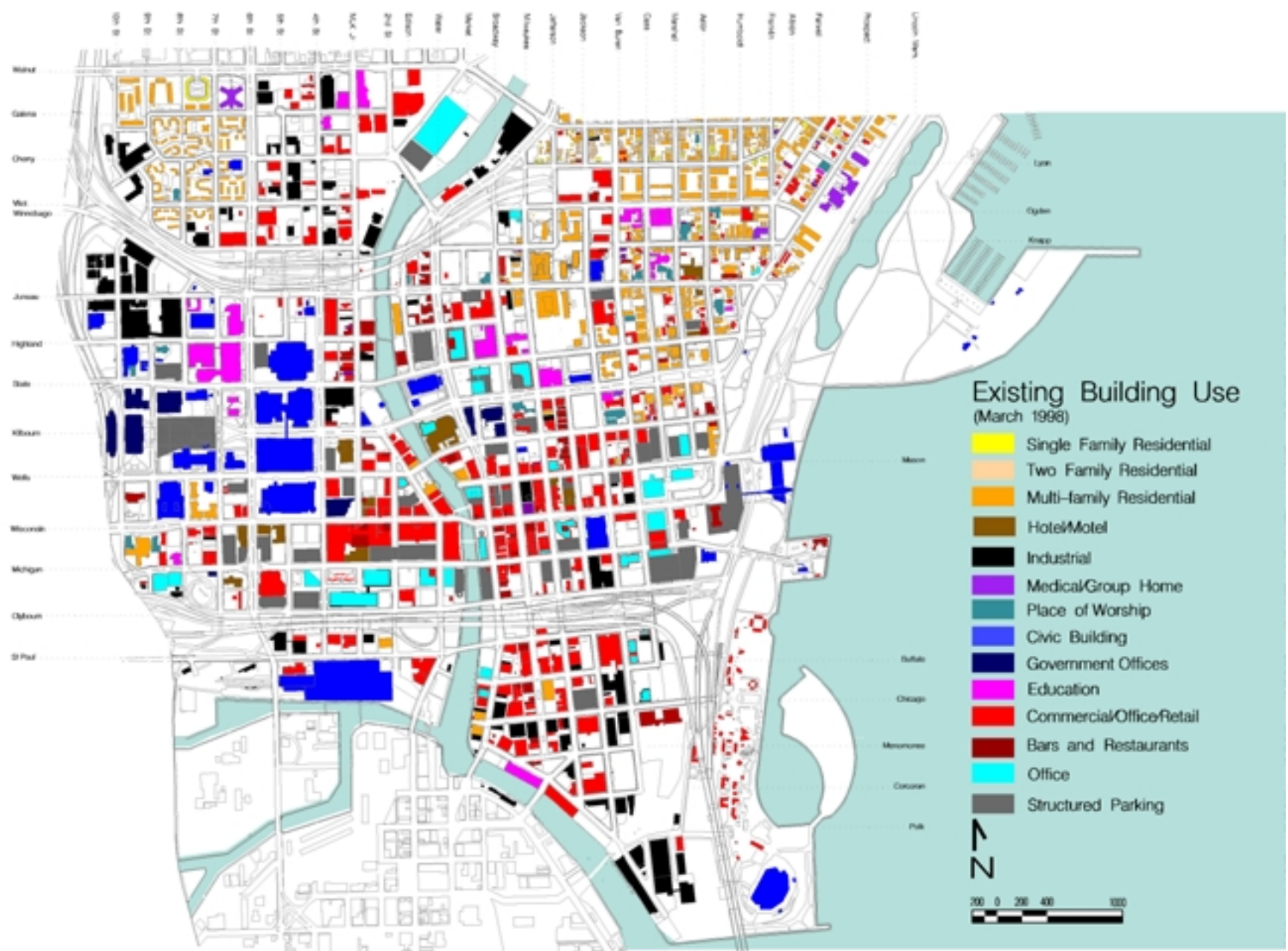
The plan presents proposed uses by properties and blocks; they are not constrained by building footprints. This methodology affords the greatest flexibility for the market response while ensuring the physical predictability that will encourage investment. The primary focus is to guide development merely to the extent that it impacts the physical form, and therefore the experience, of the public realm—the relationship between buildings, open space, sidewalks and streets. Rather than setting forth an intensely prescriptive framework, the Plan articulates development issues that encourage coordinated design. The goal of the methodology is the unified design of a prosperous and beautiful Downtown that will be best equipped to fulfill its role as the regional center.

The Downtown Plan proposes the following uses:

LAND USE	Bld. Footprint @ 75.70%*	Percentage of total proposed LU
RESIDENTIAL	7,900,000	22%
MIXED-USE	6,500,000	18%
OFFICE	950,000	3%
RETAIL	3,770,000	10%
CIVIC	2,200,000	6%
INDUSTRIAL	650,000	2%
PARKS AND PLAZAS	10,280,000	28%
PARKING STRUCTURES	4,200,000	12%
PARKING LOTS	0	0%
VACANT LAND	0	0%
TOTAL SQ.FT.	36,450,000	100%
TOTAL ACRES	837	

* Estimated percentage of building footprint on lot





The Plan Process

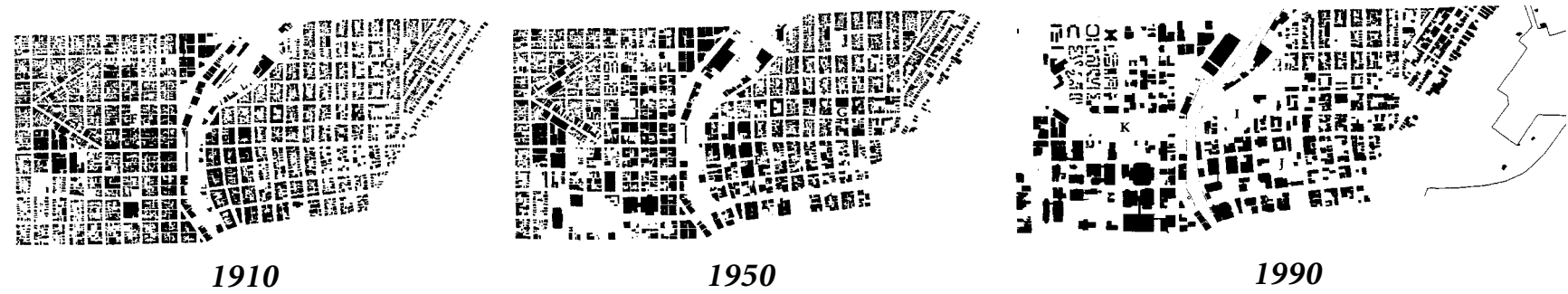
Milwaukee’s evolution from a streetcar and pedestrian-oriented city into an auto dominated one had significant, unforeseen impacts upon the urban fabric. As the number of commuters increased, there was a corresponding demand for parking spaces. While parking lot construction was considered to be a savior assuring Downtown an upper hand in the competition with emerging suburbs, few realized that imposing suburban parking standards would threaten the very urban features, completeness and compact form, that drew people to Downtown. The removal of buildings for surface parking lots contributed to the degradation of the pedestrian environment through the loss of essential streetscape components, walls and continuous sidewalks.

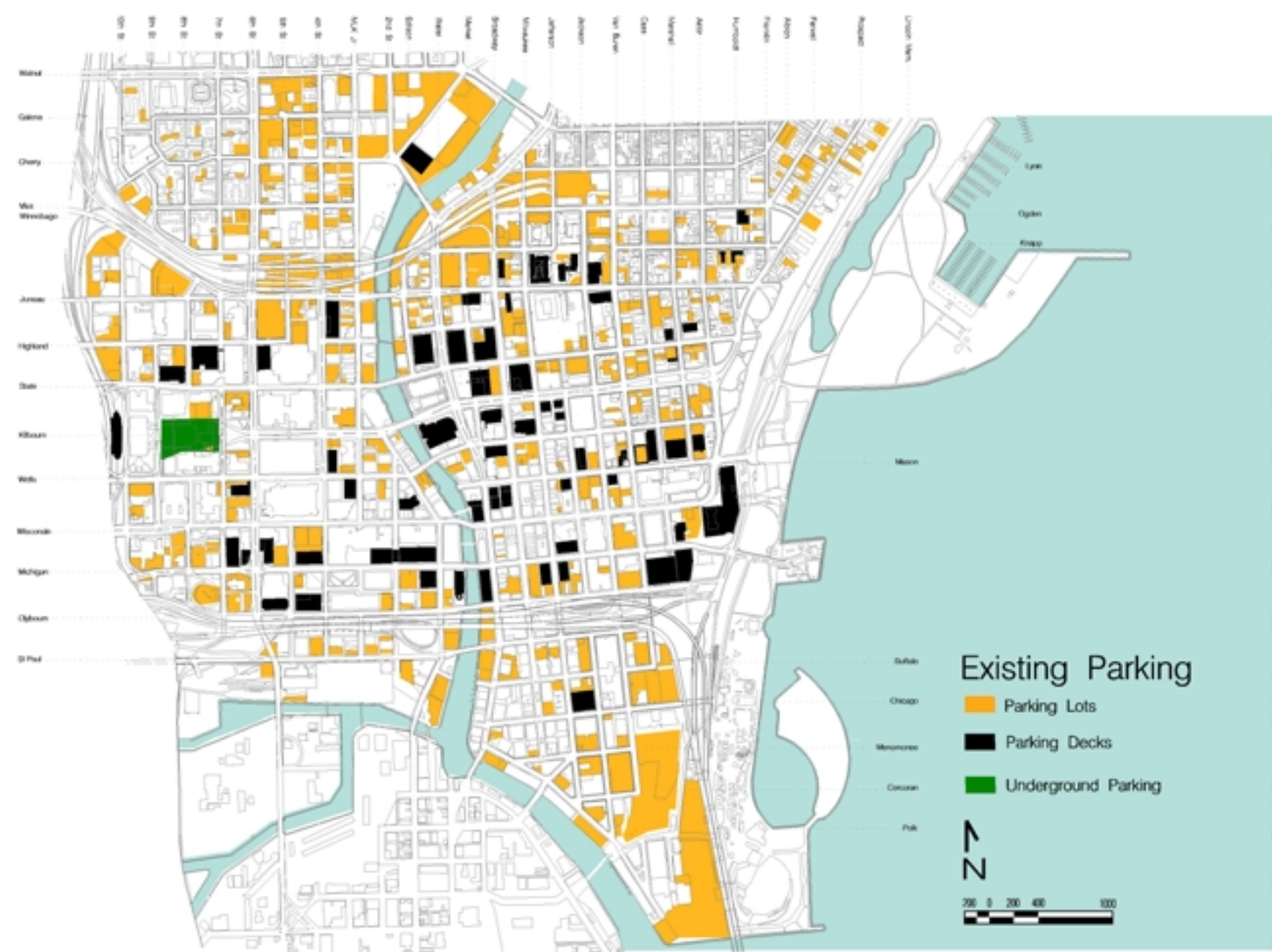
Results of the Visual Preference Survey™ indicate that surface parking lots are currently considered unacceptable land uses. However, Milwaukee’s numerous surface lots present significant opportuni-

ties for infill redevelopment as priorities for land uses are re-evaluated. The consensus goal of creating more opportunities for housing, entertainment and employment should take advantage of these underutilized properties that are ripe for redevelopment. Infill of these underutilized lots will provide an intensity of services that will further conspire to augment the walkable characteristics of Downtown.

Infill of the existing surface lots will have the additional benefit of enhancing the pedestrian realm. Surface parking lots are missing teeth, gaping holes in the urban fabric. Pedestrians prefer not to walk past exposed lots; they are perceived as unsafe. In the winter, cold winds whip through, compounding the negative impression. Cars parked in lots near the sidewalk impinge upon the perceptions of pedestrian security and dominance. For downtown to become a more walkable place, vehicular and pedestrian realms must be clearly defined with each appropriately designed. This document presents a holistic guide for creating a vibrant Downtown.

Block Figure Ground Diagrams





Methodology

Design of the Milwaukee Downtown Plan began with the realization that an enormous redevelopment potential exists in the abundance of surface parking lots. The HNTB Parking Demand Management Study identifies and presents capacity-occupancy data for all existing parking facilities. The study divides downtown into five sectors: CBD, CBD North, Schlitz Park, Marquette University and the Third Ward; this Downtown Plan does not include Marquette University. Review of the HNTB study revealed the following information.

- 77,025 spaces exist Downtown
- 68,631 off-street spaces in surface lots and decks
- 8,394 spaces in on-street parking
- the overall occupancy rate of Downtown parking spaces is approximately 61%

The goal of the planning process was to reclaim land for redevelopment. Analysis focused upon the capacity and occupancy percentage of structured and surface lots. The location of parking spaces with respect to Downtown activity generators was also studied and mapped. These maps reveal that Downtown is well served with parking facilities within a proximate location of all activity generators. However, when the facilities are reviewed by type, surface lot and deck, the devastation of the built urban fabric is immediately apparent. This negative situation is compounded by the high vacancy rate of many lots.

The general underutilization of parking facilities inspired the process of reallocating parking spaces. Parking spaces currently provided in surface lots were reassigned to proximately located parking structures with excess capacity. If there was no structure or a shortage of capacity within a five-minute walk of the existing parking then a new structure was recommended. Through this analytical reallocation process approximately 8.5 million square feet of developable land were identified for

redevelopment. These two examples illustrate the redevelopment potential of these parking lots. They could accommodate approximately 9,000 housing units, with 1.5 parking spaces per unit. Alternatively, it could accommodate approximately 4.5 million square feet of commercial usages with 3 spaces per 1,000 feet.

Several of the existing surface parking lots are located underneath the elevated Park East Freeway. The public participation process unanimously determined to remove the freeway. The incremental removal will begin with the ten blocks between 4th Street and Jefferson Street. This action will immediately reclaim approximately 17 acres, net, for mixed-use infill development. (A concept plan for the redevelopment of this section appears in the Catalytic Project book.)

The reclaimed land was compared to the synthesis maps produced through the visioning process. These maps guided the assignment of uses to the former parking lot lands. Another guiding factor for determining infill uses was the creation and strengthening of existing and new neighborhoods. Finally, the process strove to create a balanced mix of Downtown uses.

The Plan

The native Potawatomi termed the area of the City of Milwaukee "the gathering place by the river." The forces of nature created the confluence of two rivers near the shore of a huge lake that would come to be called Lake Michigan. Here, the flowing together of these waters facilitated the gathering of people. The only early human action was the act of the discovery of this place.

A strategic location ensured that the City evolved into an important gathering place. Over time its importance has risen enormously and its functions have become exceedingly more complex. The natural setting remains, but the accouterments added by



4th Street surface lot

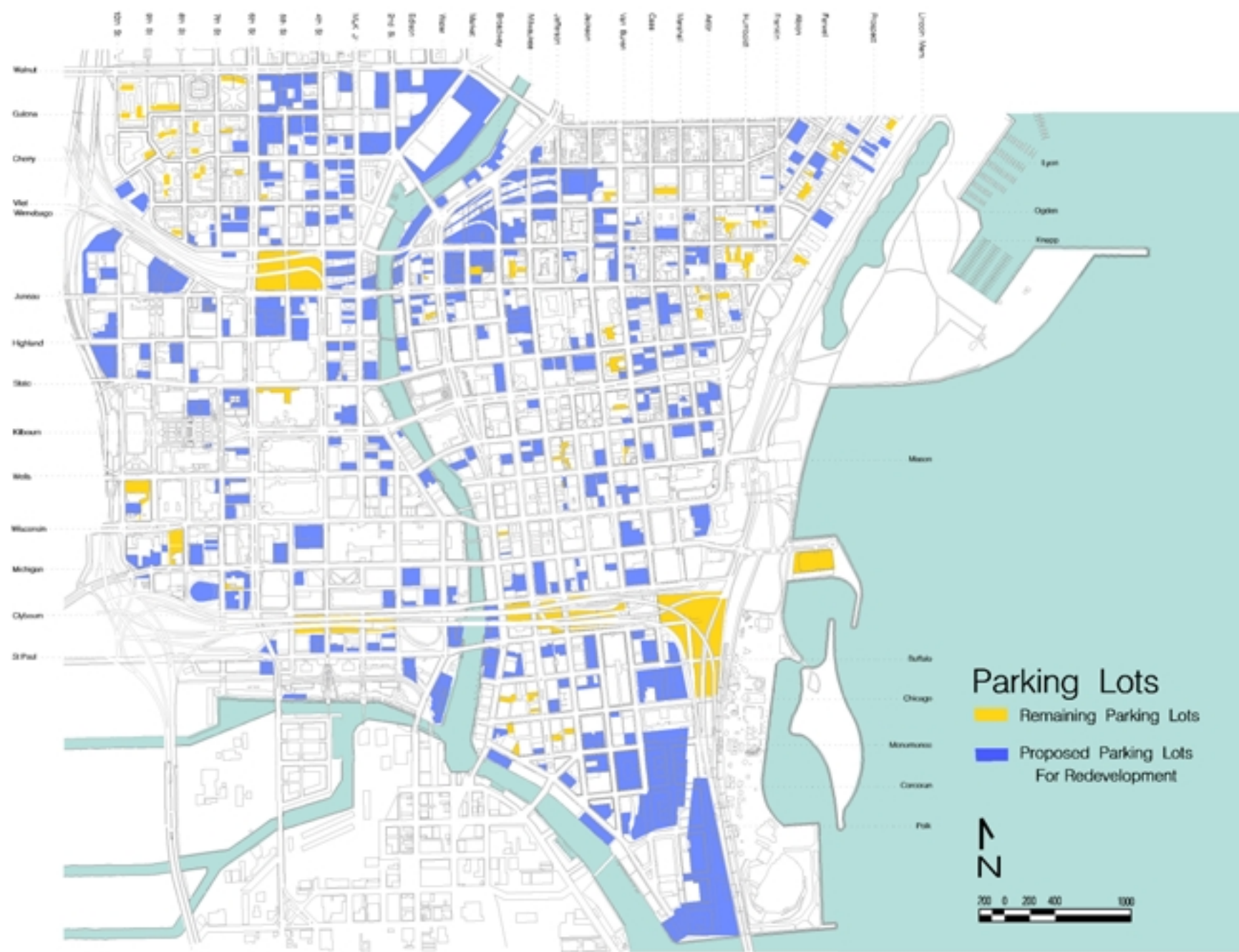


Wells and Old World Third surface lot



Mixed-use parking structure in Denver, Colorado





people over time have transformed the location from one naturally suited for basic gatherings to one built up to become the most complex of human creations: a city.

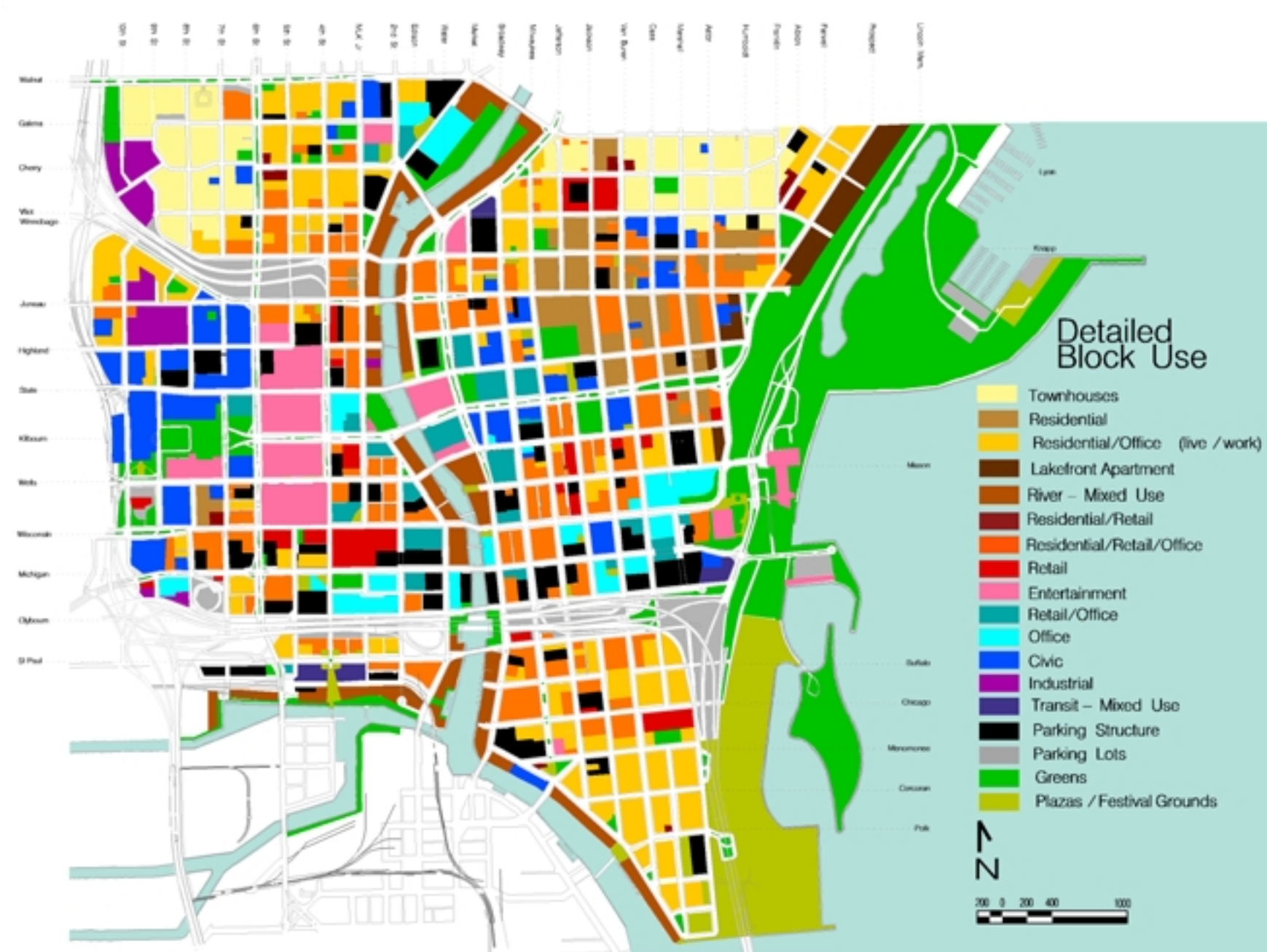
Recently, the City embarked on a planning process to determine what vision the citizens have for the City's future. Based on the Visioning process, and now as a matter of public policy, the City of Milwaukee has chosen to revitalize its downtown. The revitalization of Downtown includes the goal of reestablishing a thoroughly mixed-use, vibrant center. This will happen with increased opportunities for housing in a Downtown enhanced with more retail, entertainment and employment.

The citizens recognized the increasing importance of non-motor vehicle modes of travel, particularly including pedestrian and transit, for the long term success and revitalization of the Downtown. To the largest extent possible, a goal for movement within the City of Milwaukee is for most personal downtown trips to be made by transit or on foot. Encouraging multi-modal movement within Downtown will require a concerted effort between enhancing the pedestrian aspects of the downtown, increased transit opportunities and judicious location of land uses.

As occurred in all cities that developed prior to motor vehicles, the City of Milwaukee was first laid out with an understanding of the importance of walking. This understanding was not due to some early prescient understanding of the environmental benefits of "sustainable design," as it is so often termed today. Rather, this understanding came about because at the time there were fewer travel choices. Planners possessed the concomitant and elemental recognition that all people are pedestrians and that all travel is at least in part made on foot. This latter point remains true today.

This was the fundamental design policy or principle





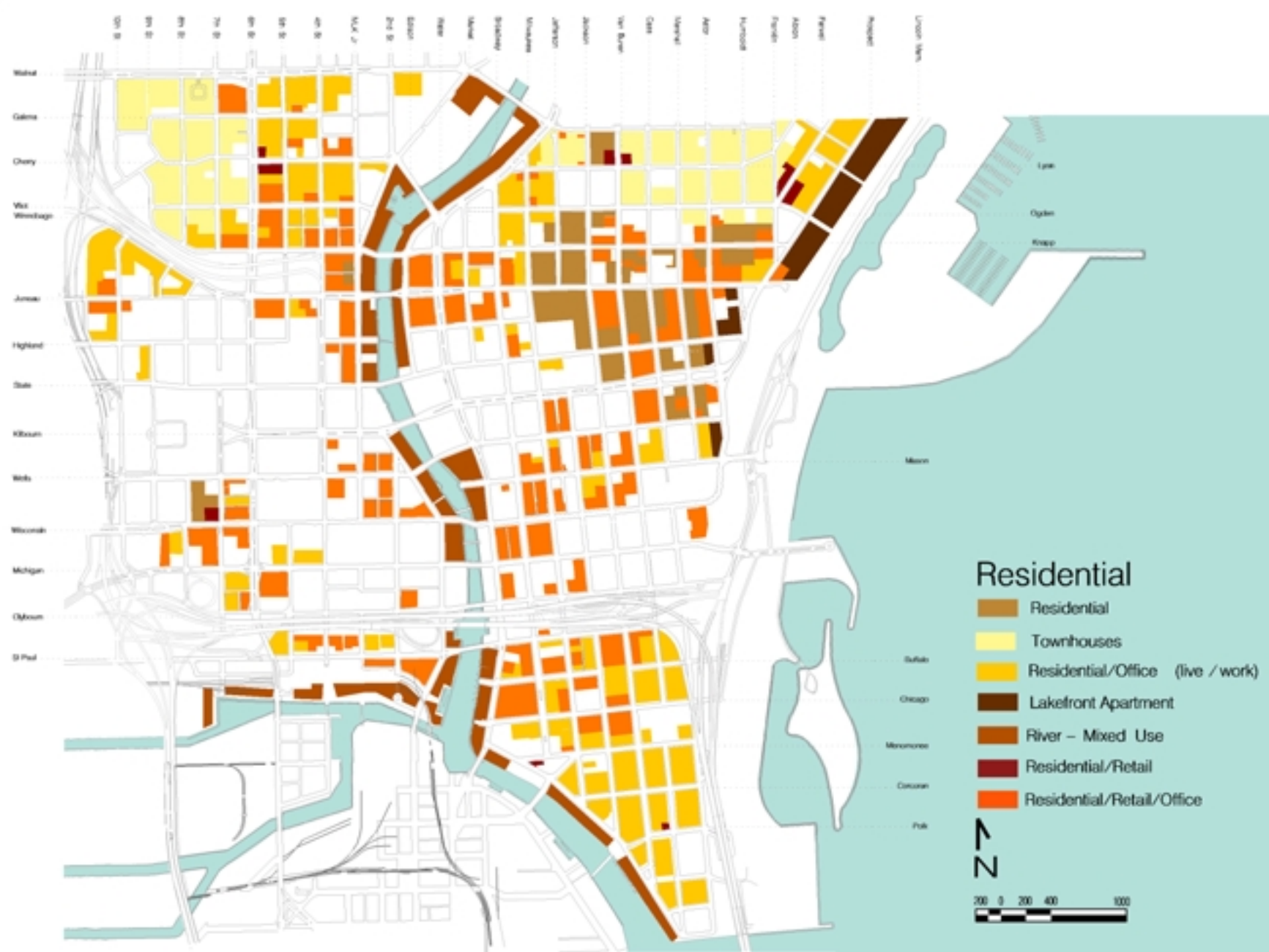
to influence the proposed physical form of the city. The desire to create a vibrant, mixed-use, multi-modal Downtown guided the disposition of land uses contained within the proposed Block Use Plan.

Features of the Plan

- New Downtown uses are combined, providing mixed-use environments that will strengthen existing Downtown Neighborhoods.
- Land and building uses are structured to create neighborhoods. Urban neighborhoods will provide a balance of local comfort and convenience while augmenting the diversity and complexity of the City.
- The Plan provides a variety of housing alternatives that will be attractive to a wide range of household types. The Plan recommends lofts in converted buildings, waterfront apartments, courtyard apartments and townhouses.
- Housing shall be located within a five-minute walk of a neighborhood park or green to balance private spaces with public gathering spaces in the neighborhood centers.
- The Plan provides an appropriate amount of retail to responsibly serve the diverse needs of downtown, city and regional population.
- Retail is sited to be convenient to transit stops that are within a five-minute walking distance of residences and employment.
- Downtown shall remain the regional entertainment center. Expansion of many existing venues—the Midwest Express Convention Center and the Milwaukee Art Museum—underscores this commitment by providing an expanded range of opportunities. Additional restaurants and bars will continue to support visitors and residents.
- The Plan provides a range of building types for diverse employment requirements. From large floor plate office buildings to in-home offices, the employment plan recognizes that Downtown

- should retain a preeminent position in the regional office market.
- The Plan recommends a range of mobility options to link all building and land uses conveniently and easily. The transportation plan accommodates both frequent commuters and short-term visitors through an intuitive and extensive linear system of trolleys. All of downtown is within a five-minute walk to a transit stop. The linear system affords frequent connections between lines.
 - The Plan proposes a street hierarchy that accommodates the needs of both vehicular and non-motorized movement. The network identifies strategic locations where pedestrian needs have design priority as well as those places where efficient circulation is prioritized.
 - Downtown’s success is directly linked to the ease of parking. The Plan promotes a Park-Once concept. Signs identify parking facilities that are located on transit lines. In Downtown all entertainment, employment, cultural and commercial activities can be conveniently accessed without dependence upon a car, if one wishes.





Proposed Housing Locations

Housing

Despite many recent, successful residential infill projects, there remains a great imbalance between the existing number of Downtown residents and employees. Accordingly, much of the plan focuses on making Downtown more livable. Approximately 7,200 people currently live Downtown, while approximately 76,000 are employed there. To strike a better balance, the Plan calls for increasing the housing stock in Downtown Milwaukee by approximately 12,000 housing units. This will increase the Downtown population to, approximately, 27,200. Recent trends suggest this number can be absorbed at 800 units per year, in approximately 15 years. (The current housing absorption rate of 500 units per year would build out in 24 years.) These new units will be provided in seven housing types that include townhouses, three types of apartment buildings, and three types of mixed-use buildings. While many new structures will infill surface parking lots, many other units will be found in conversions of underutilized office or factory buildings.

Within the existing Downtown buildings, approximately 2 million square feet of buildings contain residential uses on the ground level. This translates into approximately 6 percent of the total ground level building uses. The plan calls for residential usage to be increased to approximately 8 million square feet; this will represent 21 percent of the future ground level building uses.

The proposed locations for new housing began with the highly susceptible parcels and surface parking lots. These determined the probable locations for new infill housing to create identifiable neighborhoods. Housing was located to strengthen existing residential concentrations north of Kilbourn Avenue, West 6th Street and in the Third Ward. Housing was also identified for the largest underutilized properties—south of Menomonee Street and replacing the Park East—in order to most effi-

ciently populate Downtown.

As the plan is implemented and Downtown is rediscovered as an exciting place to live, smaller residential buildings, particularly the one- and two-family houses, may come under pressure to convert to higher intensity residential use. This should be discouraged until the ample supply of vacant land and underutilized parking lots are redeveloped.

Responding to a growing market demand from young professionals and older empty nesters, housing alternatives will increase the market for Downtown urban services, shops, restaurants and recreation. A wide variety of Downtown housing stock provides employers a competitive advantage with suburban developments; new Downtown housing will be located in close proximity to the employment opportunities. More housing structures will provide the critical architectural infill enhancing the downtown streetscape.

Living in Downtown Milwaukee will be a great experience. The plan focuses upon providing access, flexibility and convenience to engender a complete downtown living experience. All components of the plan work together to enhance this experience, the scale and character of the buildings, the judicious mix of uses and the neighborhood centers that contain shops, restaurants and recreation within walking distance of a transit stop.

All new housing contributes to the creation of a mixed-use urban neighborhood. Each neighborhood has a service core from which no Downtown resident is more than a five-minute walk. In varying degrees, retail, professional services, a small park and a transit stop will define the core of each urban neighborhood. Day care and elder care are highly recommended neighborhood elements.

Downtown currently has a diverse mix of housing types, ranging from loft, to townhouse, tradition-





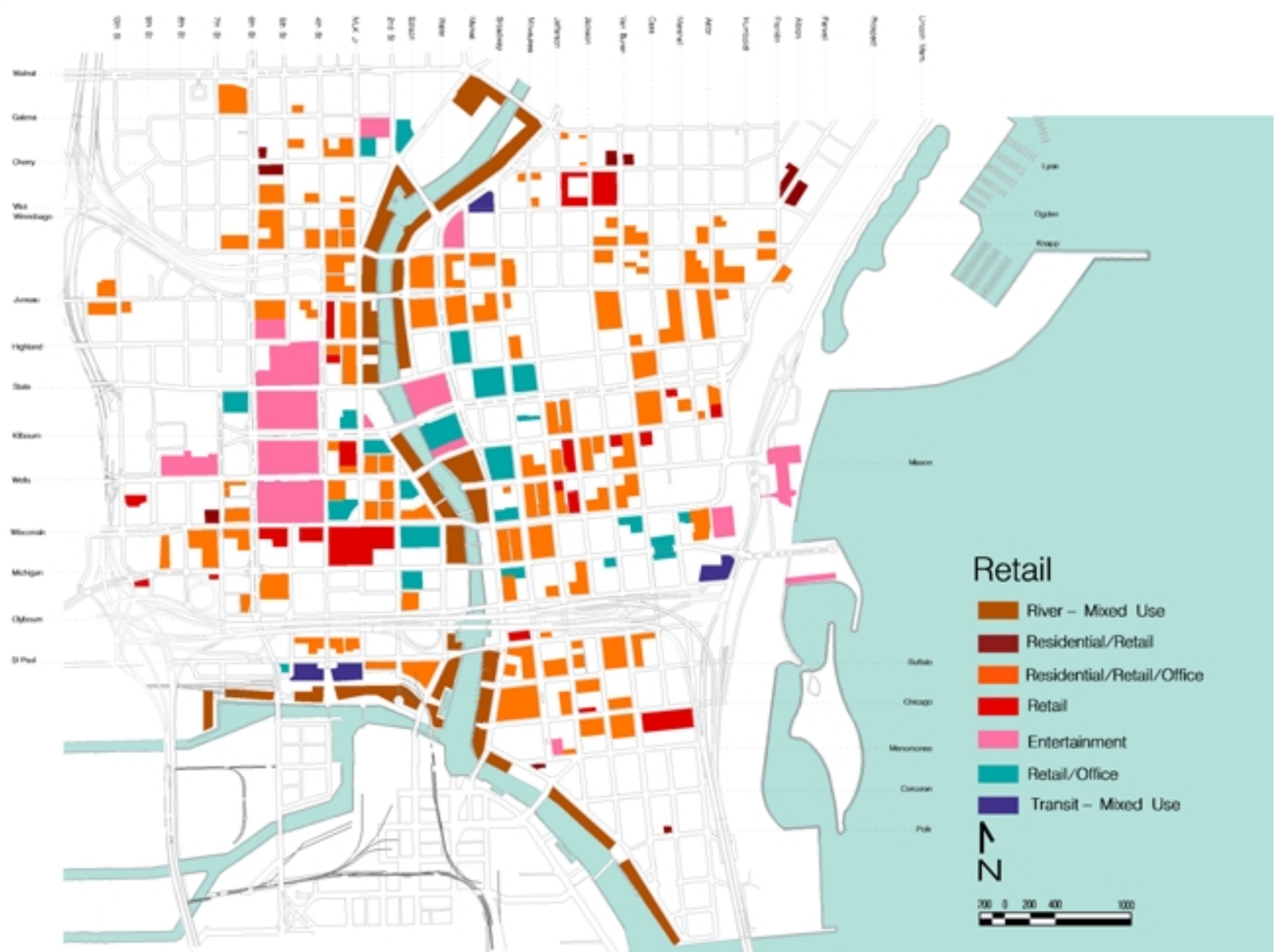
Existing Housing Locations

al apartment, high-rise condo, college dormitory, and elderly housing. The plan seeks to continue that diversity in housing types and to continue diversity in downtown population. The plan expects housing development, including adaptive reuse of buildings for housing, to be market driven; however, the plan also expects that the programs that assist developers, renters, and homebuyers elsewhere in the city will also be available Downtown.

The scale and design of the proposed buildings follow classic forms. The emphasis should be on providing townhouses and single and mixed-use apartment buildings. The highest density residential is recommended along the Lakefront to capitalize on the dramatic views and along the River edge to take advantage of a location in the midst of all activity. A semi-public edge—the area which separates the sidewalk from the building—is required in front of each structure. Building setbacks are minimized, except for the central portions of courtyard, ensuring creation of the necessary streetscape. First floors are raised above grade to enhance security through an elevated view of street activity. The housing units should be light and airy, designed to maximize the number of windows. A private open space in the form of a balcony or terrace is an important amenity to offset smaller units or a lack of private outdoor space.

All new housing should be designed to accommodate one car parking space per unit on the site or under the building. Additional vehicles can be parked on the street or in shared parking decks no further than 600 feet away from any unit. The plan has strategically located these new decks for this purpose. The "Park Once" concept will allow residents and visitors to park their cars and travel anywhere in the Downtown: to their jobs, to a restaurant, to the health club or the water-edge by a pleasant walk or using a convenient, clean and interesting transit vehicle.





Proposed Retail, Mixed Use and Entertainment Locations

Retail, Mixed Use and Entertainment

Downtown residents will need food, clothing and other daily necessities. The amount of required retail is in proportion to the population (approximately 50 sq. ft. per person). The plan provides an approximate total of 11 million square feet for mixed-use/retail uses.

The proposed locations for new retail, entertainment and mixed uses were determined through several criteria. Analysis of the existing and proposed residential locations and the existing retail locations indicated where residences would be underserved. Accommodating all residential development with localized retail within a five-minute walk was the first locational criteria. The next influential factor was the proximity to transit stops and intersections; this will service both Downtown residents and commuting workers. Finally, the intensity and scale—regional or local—of a commercial center was dictated by the intensity of potential customers within walking distance. For example, locations surrounded primarily by residential uses require less intensive retail than locations providing regional attractions.

Within the existing Downtown buildings, approximately 7 million square feet of buildings contain mixed-use/retail uses on the ground level. This translates into approximately 18 percent of the total ground level building uses.

Ideally retail should be concentrated in and around the centers. Therefore, continuation of retail use for any building designated as "existing retail" on the ground floor and not meeting the design standards should be discouraged. All other areas not currently retail or that are not designated on the Downtown Retail Plan are not permitted.

Commercial uses are typically located on corners where trolley lines cross and water taxi stop. There are, however, additional Downtown retail locations

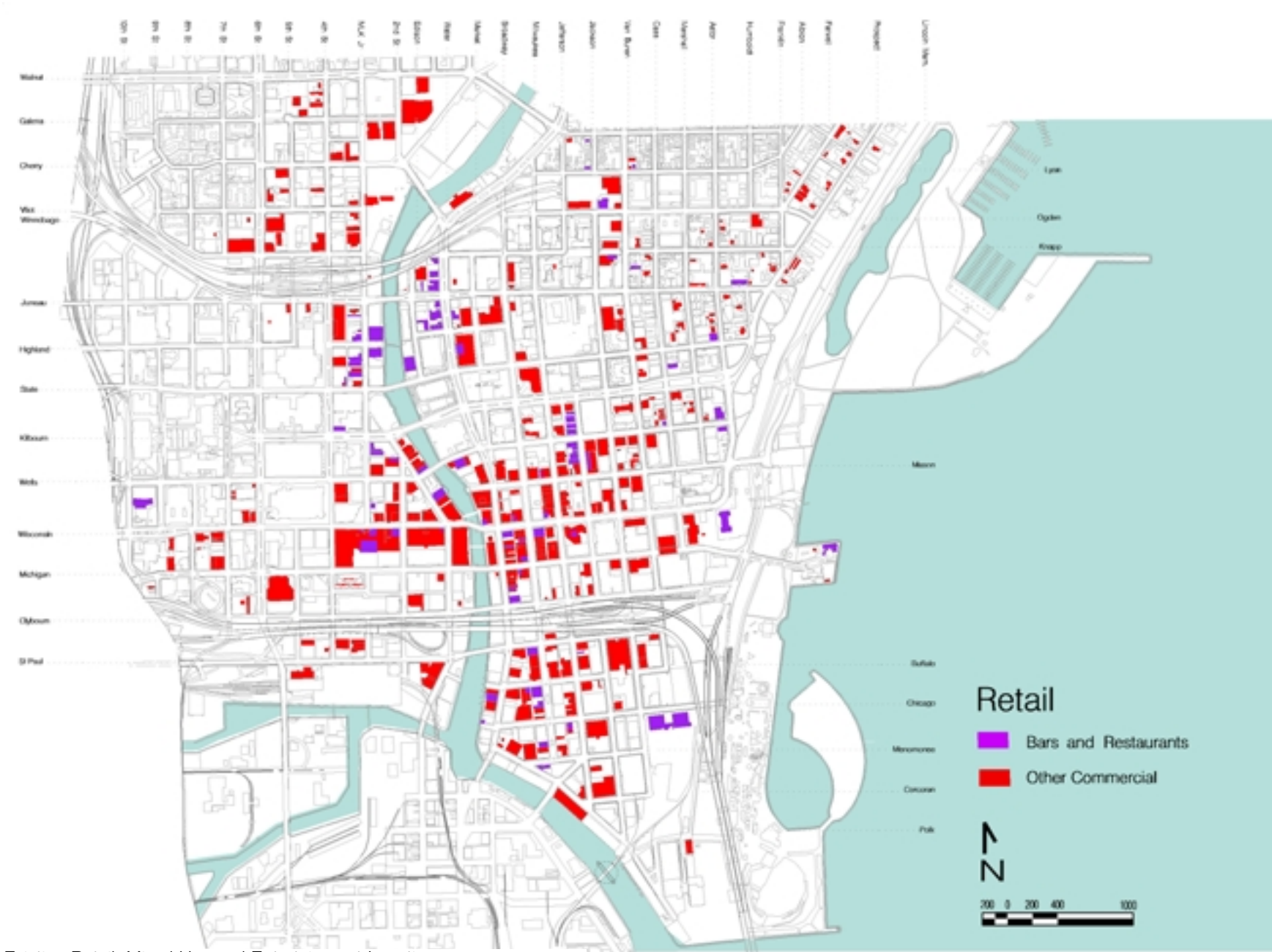
not contiguous to the newly defined neighborhood cores. Continuation of these existing retail locations are permitted though they do not fit the above criteria.

Retail must be highly visible and easily accessible by the customer. Retail functions best as a continuous experience of merchandise exposure engaging passing pedestrian traffic. It is essential that the pedestrian realm be a positive walking experience to and along storefronts. Retail must be simultaneously marketed to transit passengers, automobile passengers and pedestrians. The Downtown Retail Plan locates new retail uses in tandem with the transit stops to maximize exposure, create a continuous and positive pedestrian experience and form cores for the Downtown centers and neighborhoods.

The planning policies for the location of retail in the Downtown Plan are the following:

- The locations respond to the recommendations of the visioning sessions.
- The section of Wisconsin Avenue from the new Midwest Express Convention center to Jefferson Street must be reinforced as a regional retail District.
- Citywide retail opportunities must be incorporated into and immediately adjacent to major transit stops and transfer locations.
- Retail uses should occupy both sides of a street if it is easy for pedestrian traffic to cross
- Pedestrian realms servicing retail cores must be enhanced with streetscaping.
- Mixed-use parking structures, or underground parking and/or curbside parking is recommended in all retail cores. Open lots are allowed only in rear of buildings, shielded from public view. Parking should be limited to two cars per 1,000 square feet of neighborhood retail. Curbside parking in front of structures can be counted as partial fulfillment of this requirement.
- Each downtown neighborhood must have a retail



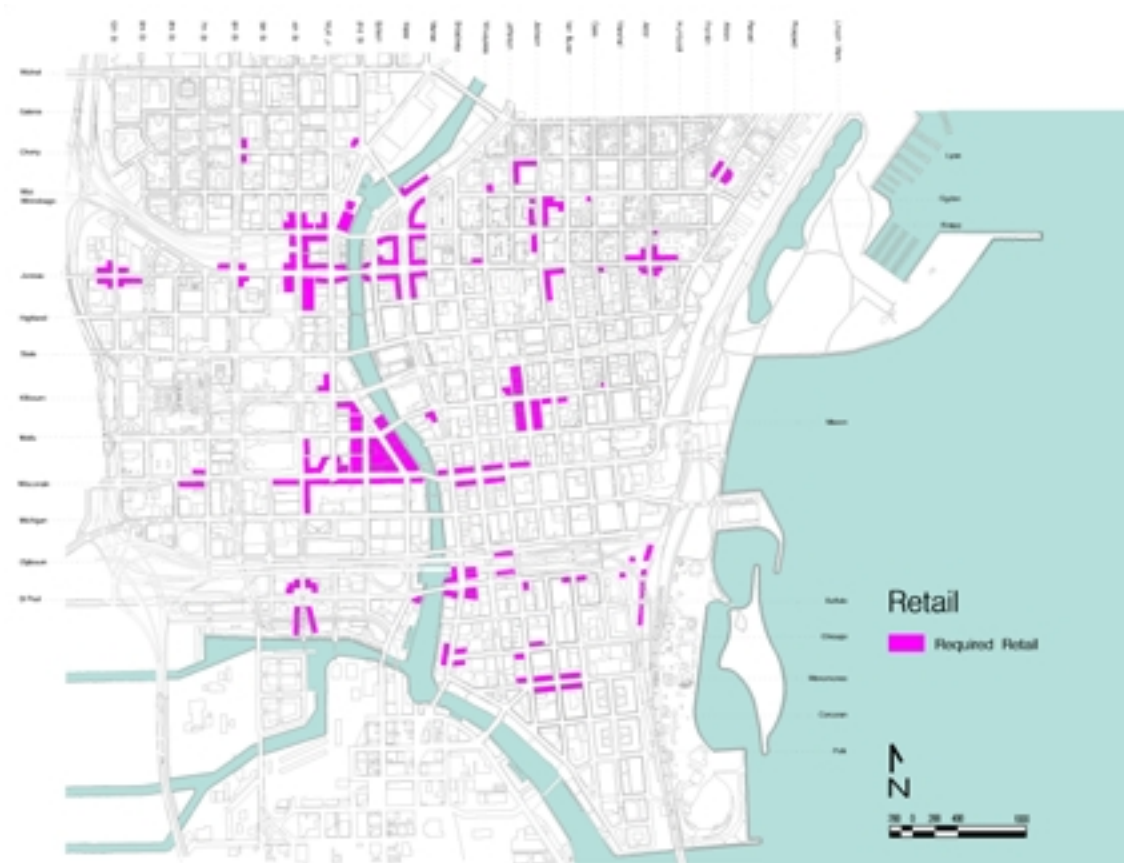


Existing Retail, Mixed Use and Entertainment Locations

core in proportion to the number of residents in its service area. A rough rule of thumb is a ratio which ranges from 9 square feet to 18 square feet per household for neighborhood type retail. The square footage becomes larger as the population base expands.

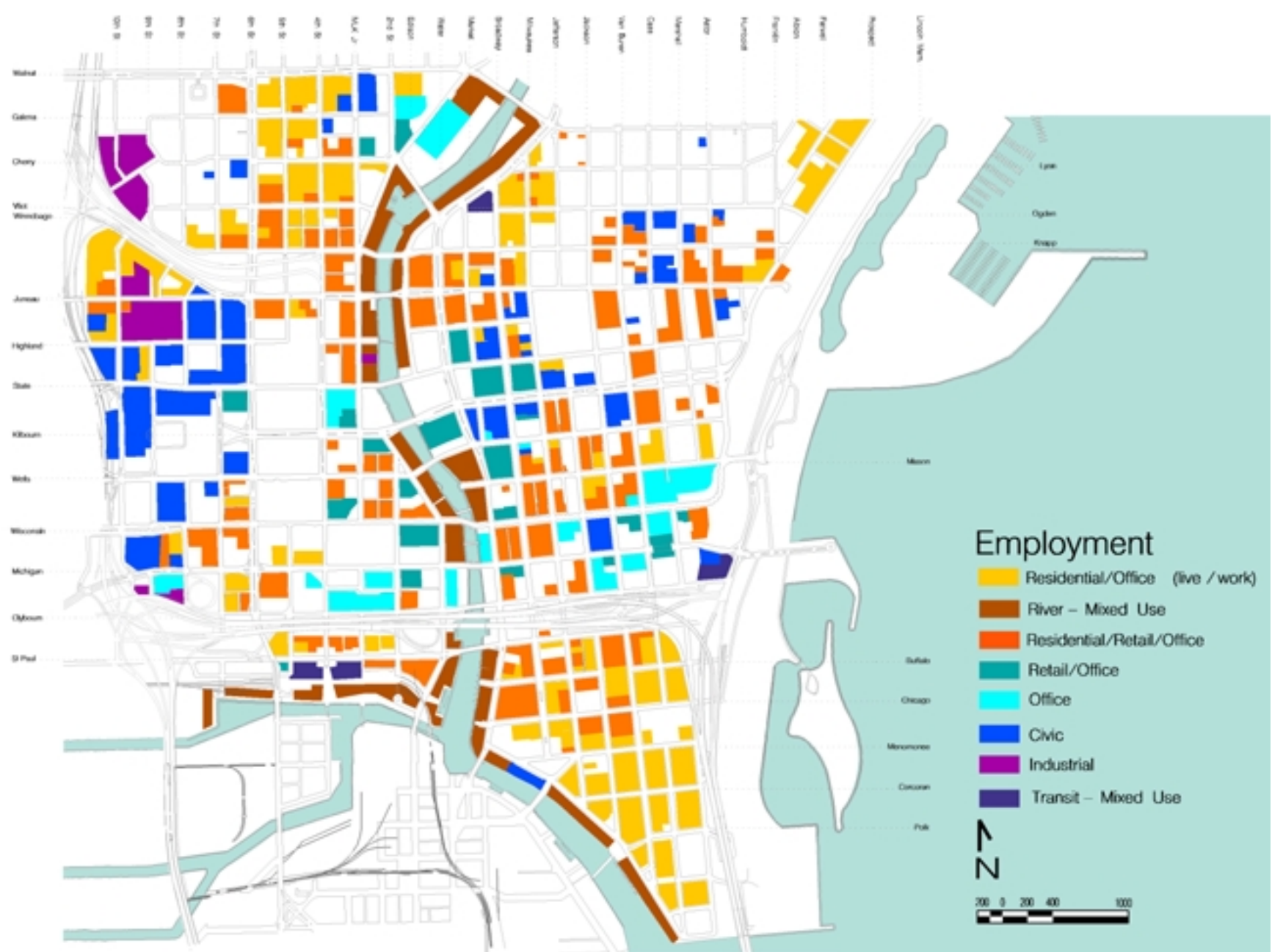
- No resident should be further than a five-minute walk to local retail uses. The core of retail becomes the core of the urban neighborhood.
- Local retail experience should be limited to 1,200 linear feet
- Local, neighborhood core retail should include some form of public open space either a park or a plaza.
- Every neighborhood retail facility should be immediately adjacent to public transit.

Because retail in the Downtown is currently so fragile, all existing retail uses are included on this map and allowed to continue unless the building facade does not conform to the building design standards. A detailed analysis of each building front should be conducted for conformance with the facade guidelines. Retail building fronts deemed in non-conformance with the proposed standards must be retrofitted. Incentives for upgrading must be initiated.



Ground-level Retail is required at the intersection of transit lines becoming the core of the neighborhoods.





Proposed Employment Locations

Employment

The Plan provides for approximately 95,000 Downtown employees. The plan further anticipates that technology will continue to alter the future working habits and requirements. A variety of building requirements can be provided in a range of buildings, including in-home offices, mixed-use office buildings and light industry.

With strong regional employment attraction occurring in areas outside the core west of the city, it is imperative that the City stimulate attraction and retention of office employment in the downtown core. In addition, since offices are also one key to the retail market, the city needs a proactive economic development strategy that includes an office employment development component. In the next ten years Downtown should retain and improve its majority concentration office market position. The market advantage that Downtown should rely upon is the integration of uses.

Currently the majority of offices and professional services are concentrated between Kilbourn and Clybourn, Prospect and 4th Street. As the downtown plan is implemented, offices in this vicinity will have a competitive edge. The easy access to downtown, the "park once" concept combined with the trolley and downtown circulator, more entertainment and cultural venues, quality downtown housing in urban neighborhoods, easy access to parks, recreation and bicycle routes should provide a competitive edge to attract the best young professionals.

Downtown offices will be a combination of new high-tech, high-rise buildings, smaller office blocks, mixed-use buildings which combine residents with workplaces, enhanced and modernized existing office buildings, rehabilitation of older industrial brewery buildings and small home/apartment offices. In total it is estimated that the Plan could add 3,500,000 square feet of new office space.

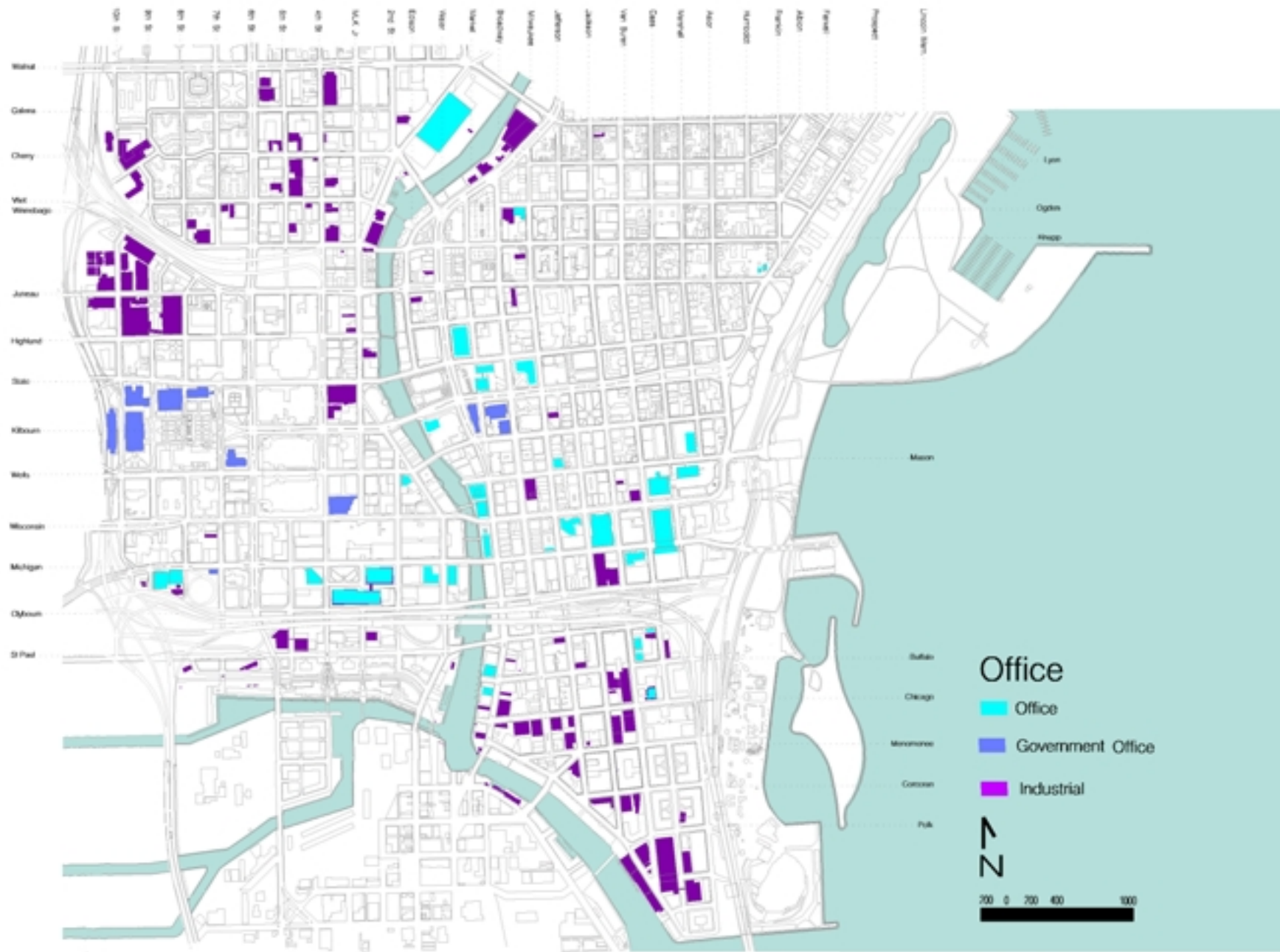
Given the existing vacancy rate, the first priority will be to fill existing vacant class A and class B office space meeting the need for new tenant space particularly information technology based companies. The second priority is to attract research, development and incubator employment uses. The logical location will be older office or industrial buildings. The majority of new offices are smaller blocks, which are infilled on surface parking lots. Any of the mixed-use commercial or residential buildings shown in the plan can contain offices.

Industrial/light manufacturing has been de-emphasized in the Downtown Plan. The Menomonee Valley provides ample opportunity for new manufacturing, research, distribution, storage, and incubator manufacturing. It is still close to Downtown without being in Downtown. The remaining existing concentrations of downtown manufacturing occur in the NorthWest section of the vacant Pabst brewery buildings, and to a lesser extent between McKinley and Walnut, 6th and Martin Luther King Jr. Dr.

All these areas should be converted to office, research, light manufacturing, studio space and live/work units. Housing can also be included. A process of conversion to mixed-use housing, offices with some light manufacturing and live/work spaces for the trades and crafts is recommended. A person who needs work space and a light truck like a cabinetmaker is one example of this type of live/work use.

A typical office building on a major street would be six to eight stories. It would be built at the street edge. The ground floor is taller than the other floors. It would have a classic bay rhythm with vertical windows. The interior could be single or double loaded corridor or could have an atrium. Parking would be provided on site or in an adjacent shared parking deck.





Existing Employment Locations



Districts and Neighborhoods

The Plan promotes a judicious mix of uses to foster an increasingly complex Downtown. Too large to be comprehensible as one entity, the Downtown Plan creates a hierarchy of districts of mixed-use neighborhoods. These should be managed to simultaneously enhance both the overall character and image of Downtown while strengthening their individual identity. As each district and neighborhood develops, the identity of Downtown will concomitantly evolve. Thought of cumulatively, the districts and neighborhoods will create an intricate, prosperous place that is more than simply the sum of its parts.

The Plan proposes fifteen mixed-use neighborhoods and two single-use districts. They are categorized into districts in a three-tiered hierarchy — Central District, South End District and North End District — descriptive of the intensity and extent of their service area. The centers of the Central, South End and most of the North End neighborhoods are located where transit networks intersect or where existing commercial retail uses are located. They accommodate an intense mix of uses where residences, employment, retail, open spaces and transit are combined in varying degrees. Strategically located, they concentrate the commonly required services to be easily accessible for the greatest number of residents and potential consumers.

Neighborhoods are defined by a 1,500-foot radial distance emanating from a central point. This is an idealized shape. The salient identifying features of the center will most intensively draw people from within this distance. Beyond the limit of the circle, people will typically drive (or take transit if convenient) to reach the center. In a complex Downtown many centers are expected and encouraged. The goal of the plan is to ensure that these diverse centers remain within walking distance of one another. The edges of some neighborhoods overlap within their district as well as with neighborhoods in the surrounding districts. Overlapping neighborhoods will tend to extend the length of walkable territory because of the proximity of centers. All of the identified centers are predominantly mixed use in building and land disposition.

In some cases, areas within neighborhoods merit special recognition. These areas are concentrations of particular types of development or single developments of unique character. For example, the theaters concentrated along the Milwaukee River between Wisconsin Avenue and State Street create an identifiable Theater District. As long as such areas are distinctive and walkable, special recognition should be provided because such recognition helps make desti-

nations easier to find and helps make the Downtown easier to understand. Although much smaller than the three land use districts previously described, these areas may also be called "districts", reflecting the common use of the term.

The Central District is physically the largest, containing the widest range of retail, entertainment, employment, and open space opportunities. Uses will be mixed vertically in a single building, and horizontally throughout the entire district. The tallest buildings in Downtown will be found here. This district will have the least amount of residential uses resulting from the extensive provision of regional entertainment, office and civic uses.

The Central District will contain the most extensive transit connections intersecting both Downtown and region-wide services. The retail and entertainment venues will have both local and regional appeal. The parks and plazas provide the largest open spaces within Downtown. The Central District will consistently attract the largest and most diverse audience. Of all the Downtown districts, this one will function the most continuously throughout both the day and the year.

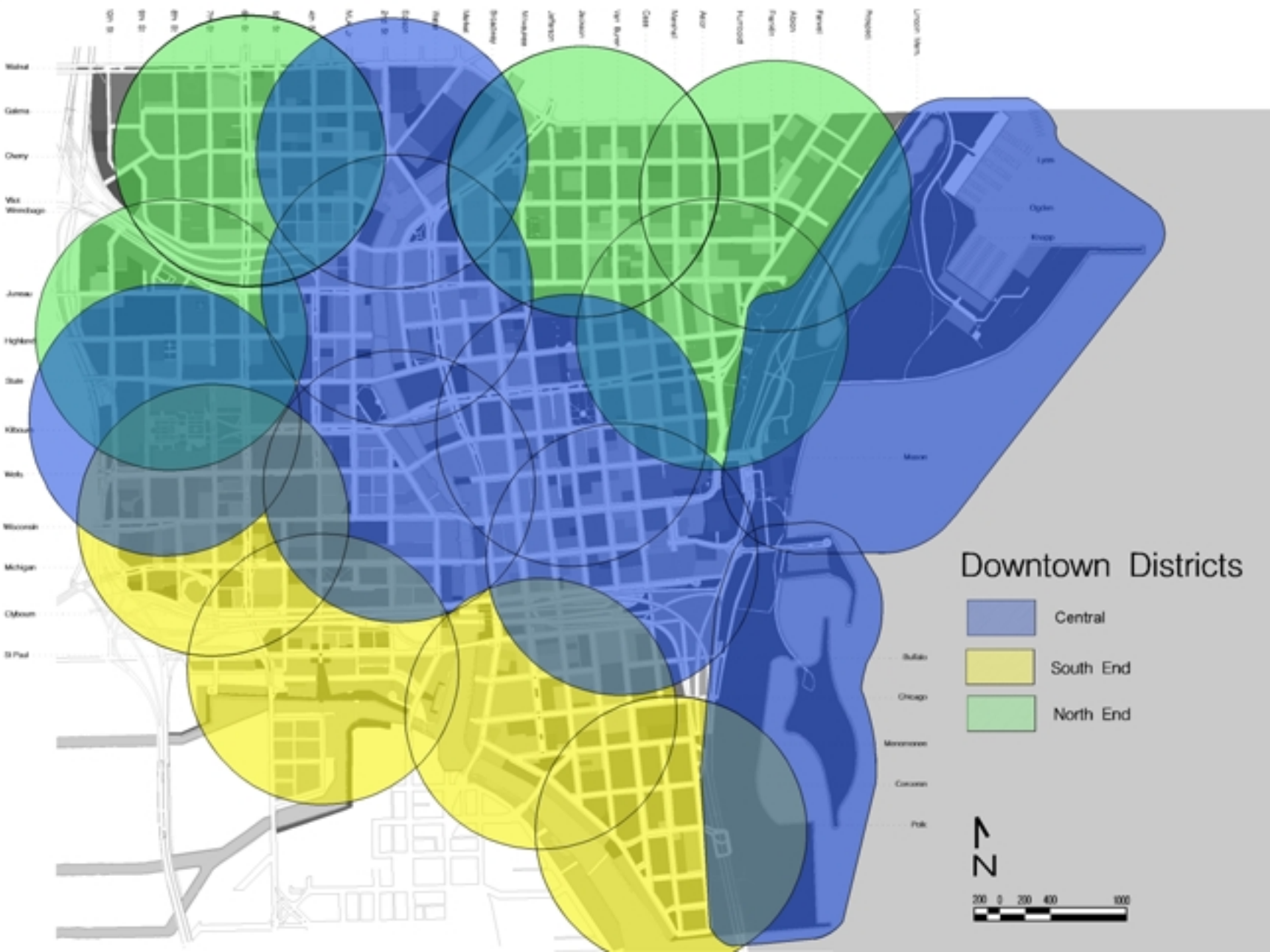
The plan identifies two single-use sub-districts within the Central District. Legislation dictates that this land along Lake Michigan must remain accessible to the public. The Lake edge will remain a regional and national attraction.

The South End District has city-wide appeal more thoroughly mixed with local needs. It will contain the most equally balanced distribution of uses. All Downtown land uses will be found here: employment, retail, entertainment, open space, transit and residential. Uses will be mixed vertically in a single building, and horizontally throughout the entire district. The buildings here will be of medium height.

The North End District will generate the narrowest appeal. It will serve, primarily, the daily needs of local residents. Therefore, the range of uses will be limited to the narrowest scale. The smallest scale Downtown buildings will be found in these centers. The primary use will be low to medium density housing, localized retail, live/work employment and open spaces. Some neighborhoods within this district may contain limited light industry.

An extensive open space network will create green linkages amongst all components of the Downtown Plan. Tree-lined streets and boulevards connect parks and plazas to one another. The Plan provides approximately 240 acres of parks, open spaces and plazas. All residential development is





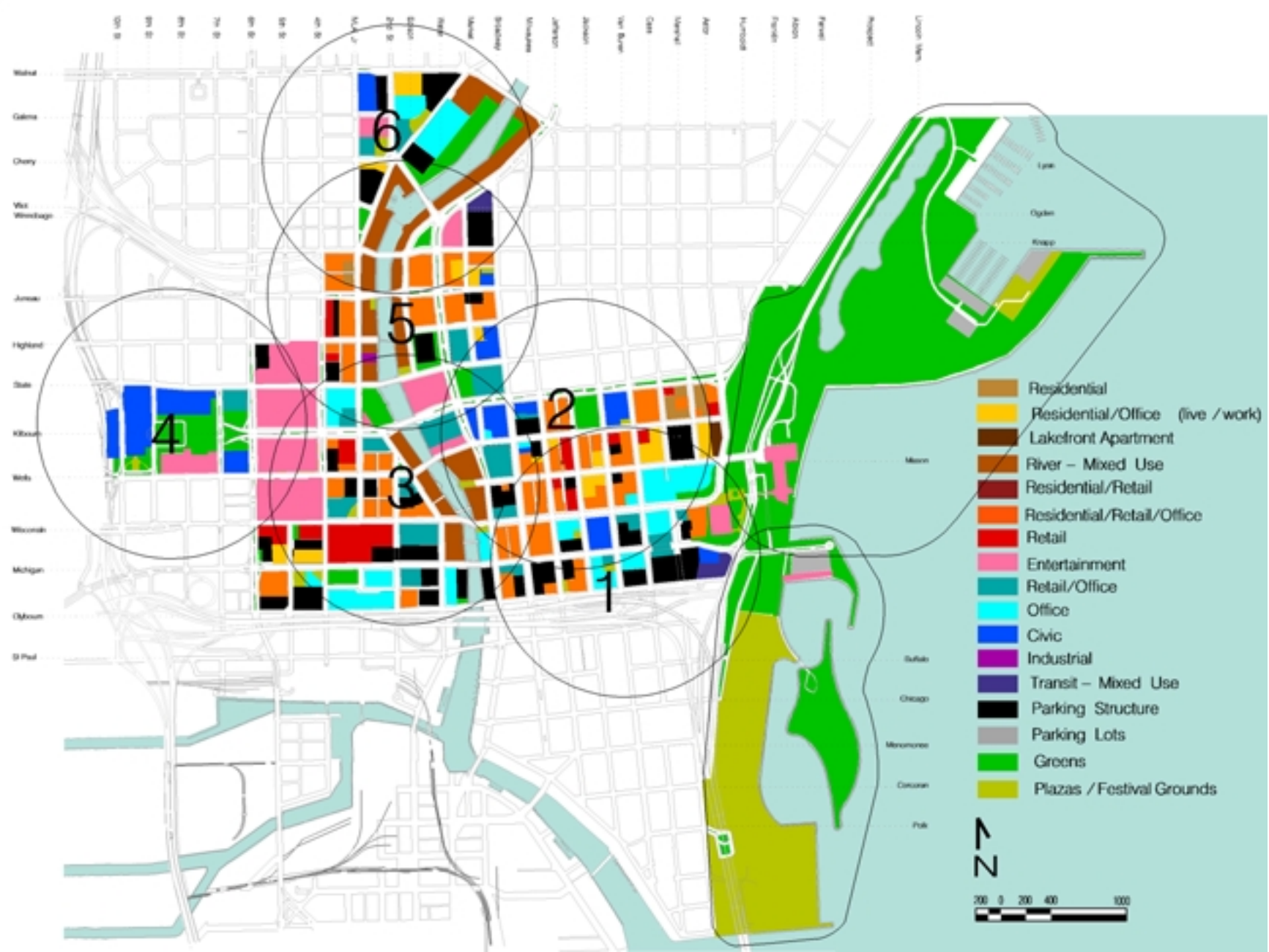
Neighborhoods

- Central District
 - Bank
 - East Town
 - Westtown
 - Civic
 - Park East
 - Upper Riverwalk
- South End District
 - Historic Third Ward
 - Lower Riverwalk
 - Union Station
 - Library Hill
- North End District
 - Hillside - Haymarket
 - East Pointe
 - Farwell
 - Kilbourn
 - Pabst









The Central District is physically the largest and most diverse of the Downtown Districts. It forms the central spine of Downtown. Composed of six mixed-use neighborhoods and two single-use districts, it contains the widest range of employment, entertainment, retail, recreational and transit uses that attract local, regional, state and national patronage. The neighborhoods are the Upper Riverwalk, Park East, Westtown, East Town, Civic and Bank; the Sub Districts are the Lakefront and Festival.

The tallest buildings in Downtown will be found here. The majority of buildings will be mixed use, though some single use office buildings remain. Uses will be mixed vertically in a single building, and horizontally throughout the entire district. Predominant in this district will be employment and commercial uses. As a district, this one will have, proportionately, the least amount of residential uses resulting from the extensive provision of regional entertainment, office and civic uses.

The retail and entertainment venues will have both local and regional appeal. The new way finding system, beginning on the highways and continuing throughout Downtown, will direct visitors primarily to facilities within this district: The Art Museum, Convention Center, Bradley Auditorium, IMAX Theatre, The Grand Avenue, Water Street entertainment and Harley Museum and cafe, to name but a few. Milwaukee will always be known by the entertainment opportunities within this District.

The parks and plazas — from MacArthur Square, Zeidler Square, Cathedral Square to the Lakefront — provide the largest open spaces within Downtown. These are convenient locations for outdoor lunches, concerts and restful repores. They are designed to provide residents and employees easy access for outdoor enjoyment.

The Central District will contain the most extensive transit connections intersecting both

Downtown and region-wide services. When fully implemented, streetcars and trolleys will intersect on many of these streets. Residents and employees will be able to travel practically anywhere within the Downtown and connect to outlying neighborhoods via the transit system. Transit systems will converge at the regional parking deck/transfer facilities in the Park East redevelopment project and, possibly, the enhanced County Bus facility. These will be two important decks operating within the "Park Once" system, explained in the Parking section.

The Central District will consistently attract the largest and most diverse audience to Downtown. Of all the Downtown districts, this one will function the most continuously around the clock and throughout the year. While each of these neighborhoods within the district share the ability to attract a diverse clientele, they differ in their individual character.

Within this district are two single-use districts, the Lakefront and Festival.

The Lakefront contains recreational and civic uses. The Art Museum and War Memorial are located at the southern end of the District. The northern end provides water based activities and walking trails.

The Festival is home to Summerfest and the proposed North Harbor Park, both seasonal entertainment venues capturing diverse audiences. The plan anticipates that the Art Museum expansion and the North Harbor Park will precipitate an extended season for the lake edge. Therefore, to facilitate and enhance enjoyment of the waterfront the plan recommends pedestrian connections be increased. Pedestrian enhancements include both a pathway along the lake and connections from Downtown neighborhoods.



1) The **Bank** neighborhood is dominated by corporate headquarters and offices. With the incredible views of Lake Michigan this neighborhood will remain the most prestigious office address in Downtown. A few cafes, delis, and restaurants will cater to the noontime lunch crowd. Stores servicing business needs will also locate here. If I-794 is removed at some future date, this neighborhood will be able to reach its full potential through redevelopment that integrates with the Third Ward. If this redevelopment occurs, the proposed uses would probably be medium density office and live/work to mediate the transition from tall office buildings to the lower scale residential uses in the Third Ward.



2) **East Town** is and will continue to be the most diverse neighborhood within the Central District. The uses range from corporate offices to local restaurants. Cathedral Square and the River generate regional attendance through activities such as Jazz in the Park and River Splash. As people frequent Downtown they become more familiar with it, which in turn gives them confidence to return. This pattern will continue to incite new commercial redevelopment in the triangle between Wisconsin Avenue, Cathedral Square and the River. Some suburban stores have opened branches around Cathedral Square documenting the return to Downtown. Many buildings in this neighborhood have been rehabilitated. As commercial and employment establishments flourish, residential redevelopment will begin. These trends will continue. The northeastern edge of Cathedral Square begins the transition into predominantly residential neighborhoods; this portion of the neighborhood, with its proximity to the Lake, will remain attractive for housing.



3) **Westtown** provides the most concentrated, large-scale retail opportunities within the Central District. West Wisconsin Avenue and, more recently, The Grand Avenue have been the historic heart of Downtown. The plan proposes redevelopment of Wisconsin Avenue, generally, and between the River and 4th Street, specifically. Bus routes should be relocated to Wells and Michigan Streets so that Wisconsin Avenue will be better able to serve cars, trolleys, bikes and pedestrians. Street trees, flowers, benches, banners and art will enhance the streetscape. Streetscape details will lead conventioners from the Midwest Express Center down Wisconsin Avenue to Plankinton Avenue toward Pere Marquette Park and the River. This triangle will become the Central District's premier shopping address. Plankinton Avenue has the dual advantage of River frontage providing buildings with two front doors. Outdoor cafes will predominate in this triangle. Balconies of upper level residential units will have premier views of River activity. The plan recommends that an entertainment complex containing a multiplex cinema, restaurants and a hotel be developed at Wisconsin and 4th Streets. This will capture winter conventioners as well as regional movie-goers. Parking for this new facility will be accommodated in the existing Grand Avenue deck. Special recognition is given to the theaters concentrated along the Milwaukee River between Wisconsin Avenue and State Street as a Theater District.



4) The **Civic** neighborhood will be dominated by the civic, professional and educational uses of the County Judicial complex and Milwaukee Area Technical College. The southern edge of the neighborhood has the entertainment and educational attractions of the Natural History Museum, the IMAX theatre and the Milwaukee Public Library.





5) The **Park East** neighborhood will have the greatest amount of redevelopment within the Central District when the elevated freeway is removed. This neighborhood will be dominated by regional entertainment uses. These range from the Performing Arts Center, a skating rink, bars and restaurants to a new multiplex movie/entertainment complex. A new parking/transfer facility will accommodate visitors. They will be able to park and then walk or use the trolley system to experience the new Downtown attractions. Restaurants and outdoor cafes will flank the river. Much of the life of north Water Street will focus on the new park at Knapp Street. The southern and western edges of the park will contain mixed-use—residential, commercial and office—buildings. Ground level commercial uses will encourage pedestrian activity on these new streets. From the balconies of upper level residences, residents will enjoy a view of a vibrant new Downtown gathering spot. At the northern edge of the park will be an exciting new hotel. This will be a great getaway for those who come to experience the new entertainment facilities lining the river. On the river's western edge development will continue to provide a mixture of housing, offices and retail.



6) The **Upper Riverwalk** neighborhood continues the entertainment development of the Park East neighborhood. The new Harley Museum and cafe will stimulate commercial development in this neighborhood (especially in anticipation of future Harley parades). Increased pedestrian activity will be encouraged by the redevelopment of the Commerce Street Power Plant. Increased tourism generated through the Harley complex and the Water Street entertainment complex will require food and other types of entertainment throughout the neighborhood. The Riverwalk will accommodate significant residential development to take advantage of the prime waterfront location. There is a market for housing with boat docks. Balconies on these taller buildings will become ideal locations for watching river life.

The images on the following pages illustrate the proposed architectural scale haracter for each of the uses within the District

Parks and Open Spaces



Lakefront and Festival



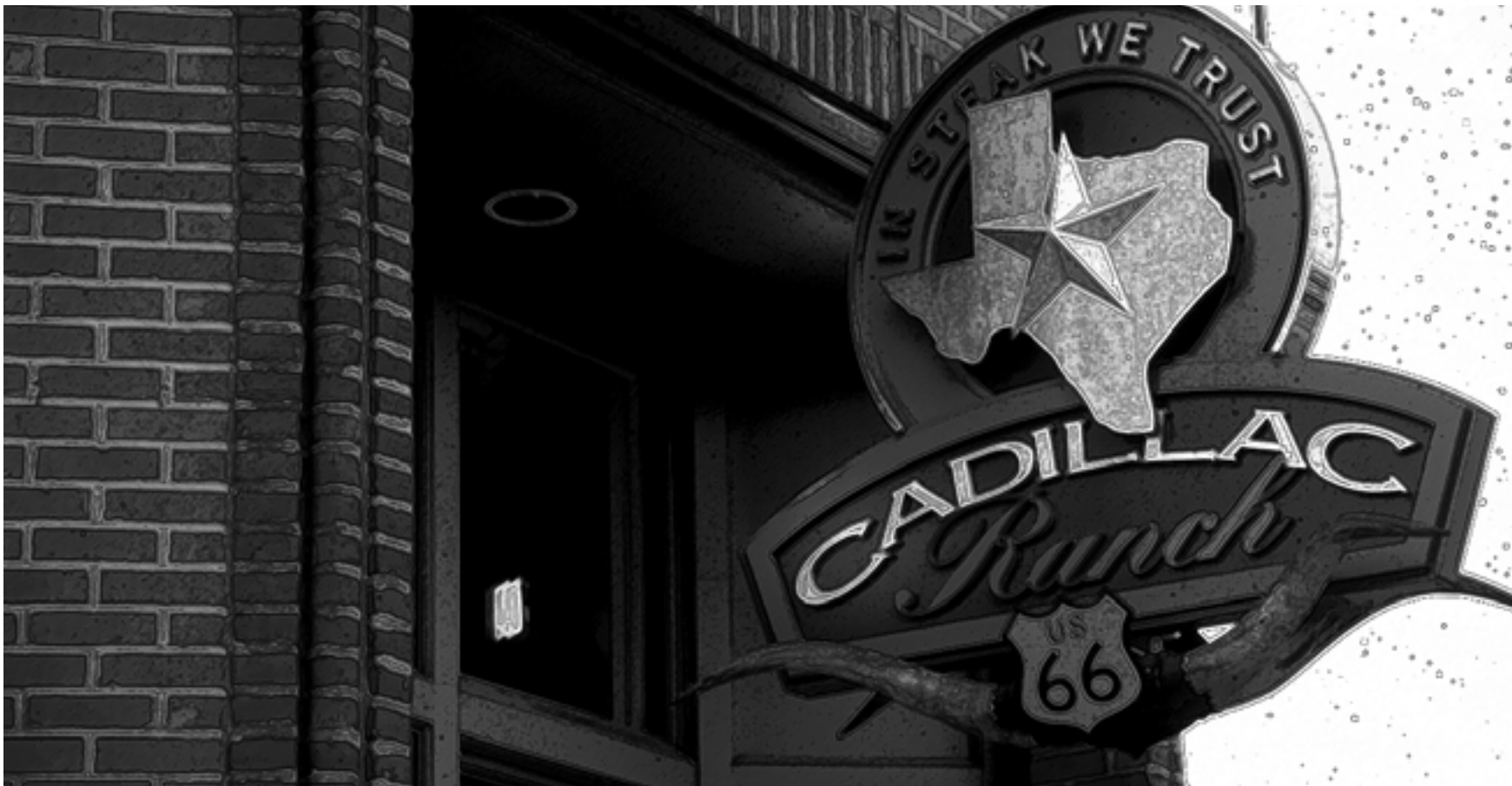
River Mixed Use



Entertainment



Retail-Office-Residential



Retail-Office-Residential



"Park Once"



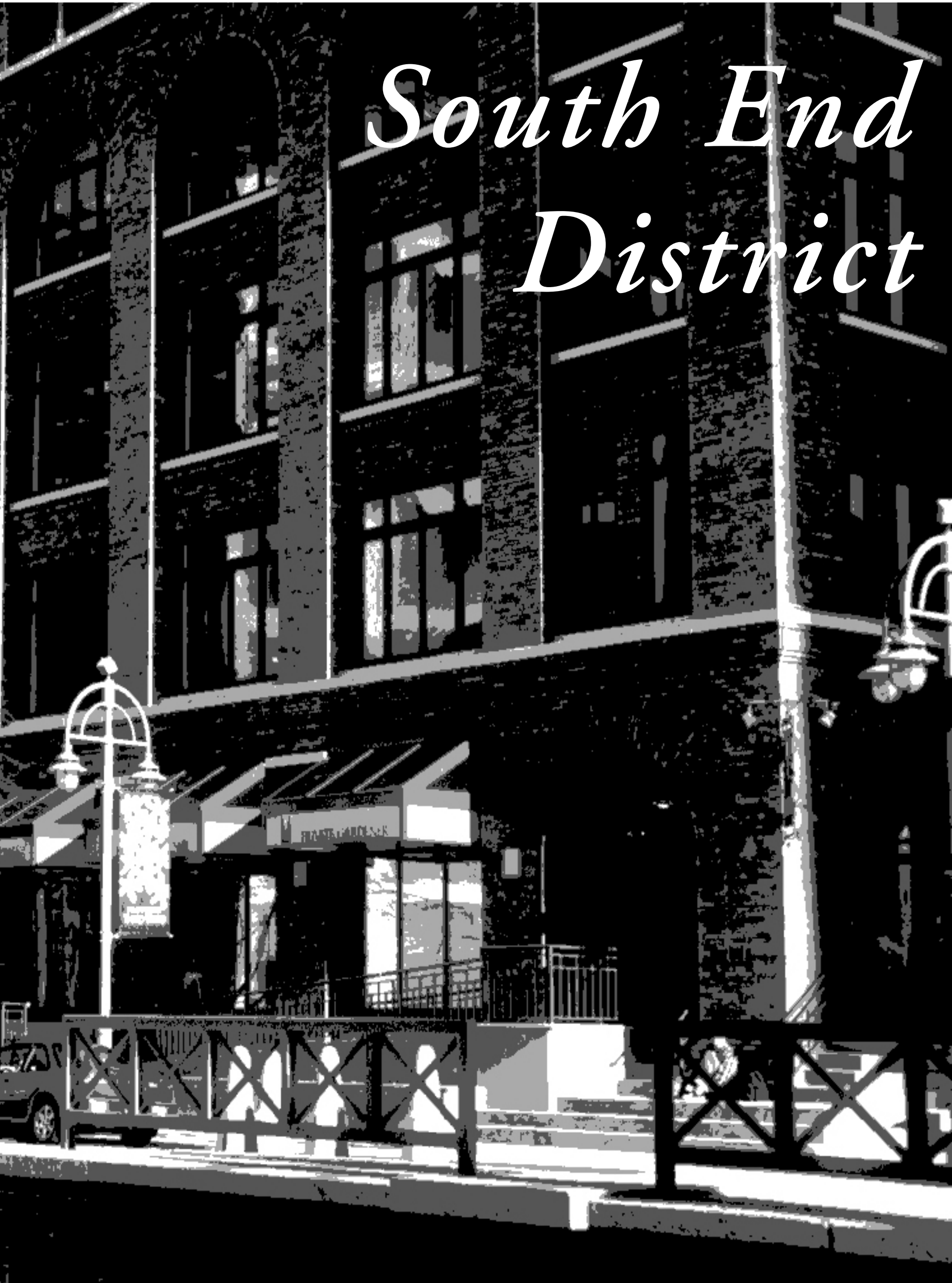
Office-Residential



Office-Residential

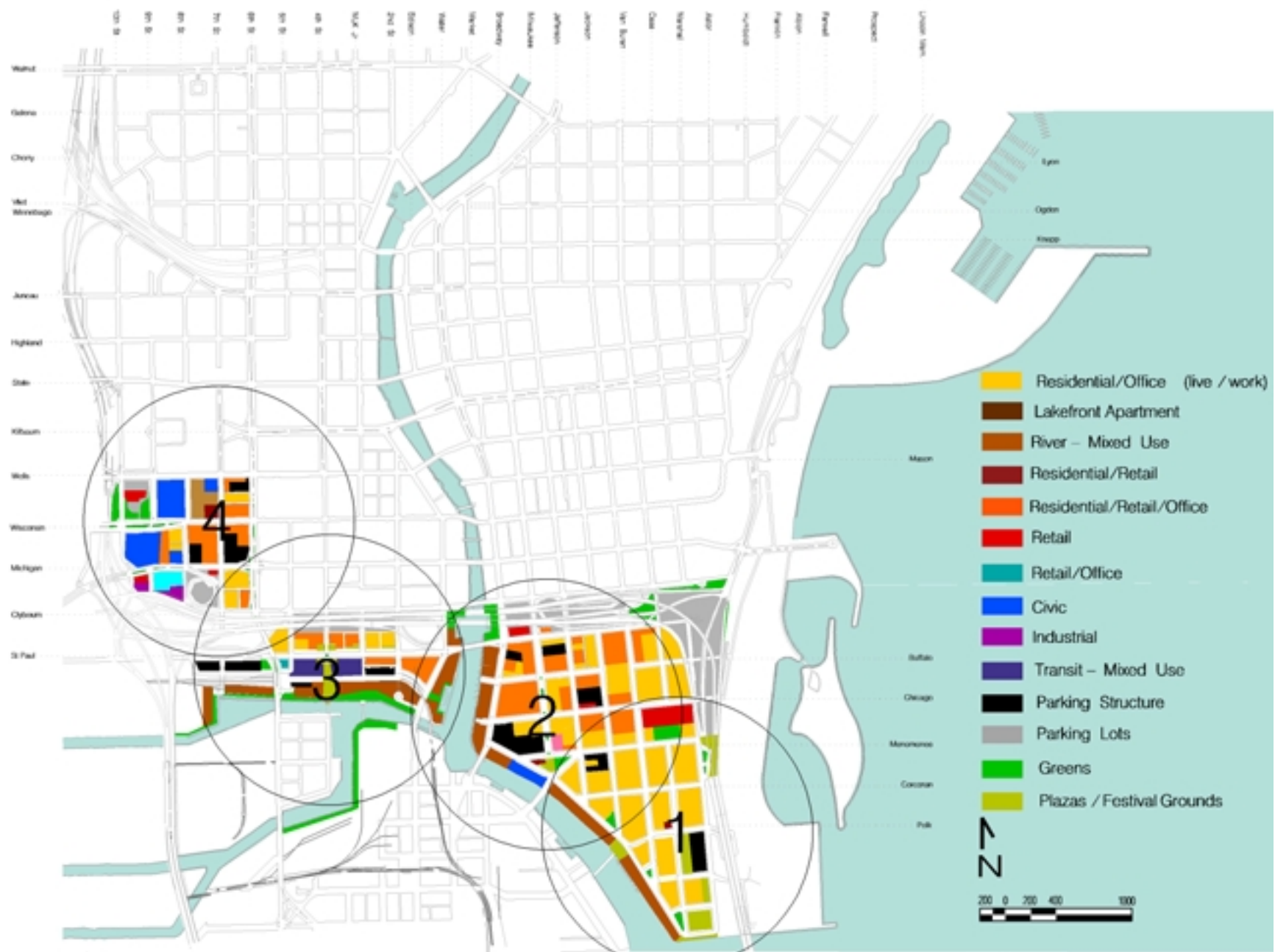






South End District





The South End District forms the southern edge of Downtown. The uses found within this district will have, primarily, City-wide appeal, though some wider regional appeal exists. There will also be a more thorough mix of local needs than are found in the Central District. This District is composed of four mixed use neighborhoods. The neighborhoods are: Lower Riverwalk, Third Ward, Union Station and Library Hill.

These neighborhoods will contain the most equally balanced distribution of uses found in Downtown. The widest range of Downtown land uses will be found here: employment, retail, entertainment, open space, transit and residential. Most buildings will be mixed-use. Uses will be mixed vertically in a single building, and horizontally throughout the entire district. The character of the District will be strongly influenced by historic, brick factory buildings. The buildings here will be of medium height.



1) Bounded by the Milwaukee River and Summerfest, the **Lower Riverwalk** neighborhood contains primarily residential uses in a range of building types. This neighborhood will continue the success demonstrated in many Third Ward building rehabilitations and conversions. Residential buildings line the River providing residents with water access. All of the residential types will permit internal offices and live/work configurations. A small commercial core and several small neighborhood parks will create the neighborhood social components. Much of the redevelopment will occur on the Summerfest surface parking lots; parking will be provided in a new deck adjacent to the festival ground southern entrance. The extreme southern portion of the neighborhood will have a new plaza for the Lake Michigan cruise boat pier. The Riverwalk extension will link with the Lake Walk at this point.



2) The **Historic Third Ward** is one of the most complete of the Downtown neighborhoods. Recent conversions of industrial buildings have successfully reinvigorated the neighborhood. Lofts overlook the River and popular cafes dot the streets. The Plan simply proposes to continue this trend. Surface parking lots will be infilled with more mixed-use buildings. Underutilized buildings will be converted to contain ground-level retail, and upper-level offices and residences. With its Commission Row buildings, the Third Ward is the historic center of downtown market activity. The Plan proposes a new district, focusing on a public market, that revitalizes this tradition. Downtown is under-served by grocery stores. The much needed public market will feature local farmers in indoor and outdoor stalls. These offerings will be enhanced with specialty food and craft items in stores and restaurants on the blocks within a five-minute walk of the public market.



3) Revitalization of the **Union Station** neighborhood will benefit from potential redevelopment of the Post Office site. The plan proposes that the street grid be extended to provide access to the River. The plan also proposes that the Riverwalk be extended up the Menomonee River. This will provide another type of linkage between this project and other River projects. The redeveloped Post Office and train station buildings could contain Riverwalk cafes, retail, offices and residences. The train station is proposed to be relocated into the ground level of the former Post Office. The regional buses—Greyhound and Badger— could be relocated to this location. The multi-modal capacity will be further integrated with trolley and streetcar stops at the St. Paul Street plaza. The redevelopment includes a parking deck that could be connected to the "Park Once" system. Easily accessible to the interstate highways, this parking deck will be convenient for visitors from the south who want to drive to the City but use transit during their visit. The redevelopment of this neighborhood continues with Riverfront residential buildings lining the Menomonee River; the Riverwalk should continue beyond ending in a public park. Some buildings between St. Paul and Clybourn have been successfully converted into residential uses. This trend will continue. If I-794 is removed new mixed-use development will enhance pedestrian connections to Westtown.



4) The **Library Hill** neighborhood will focus on the new mixed-use infill project on Wisconsin and 7th Streets. This neighborhood is dominated by offices; this new project will begin to provide a better balance of uses.



The images on the following pages illustrate the proposed architectural scale and character for each of the uses within the District



Open Space



Market



Retail-Residential-Office



Retail-Residential-Office



Retail-Office-Residential



Park Once



Riverwalk



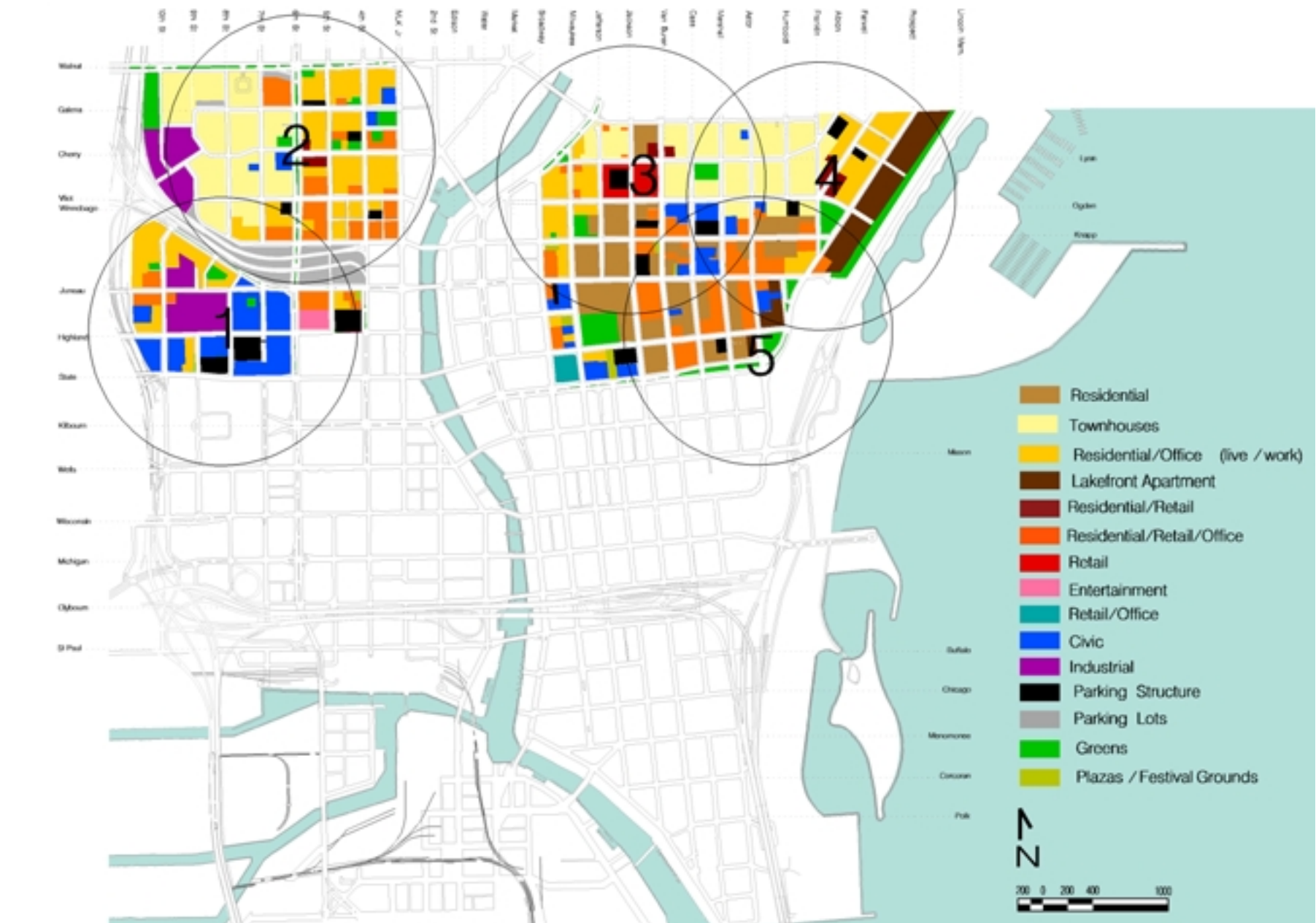
Civic



North End District







The North End District contains the smallest mixed-use centers. These centers will, primarily, serve the needs of residents who live within walking distance. At the northern edge of Downtown, the District serves as a transition into the surrounding residential neighborhoods. The District is composed of five mixed-use neighborhoods that will primarily serve local needs. The five neighborhoods are: Pabst, Hillside/Haymarket, East Point, Farwell and Kilbourn.

A narrow range of mixed uses will occur in this District. Most of the mixed-uses will be horizontal throughout the District; some buildings will be mixed. The smallest scale Downtown buildings will be found in these centers. The primary use will be medium density housing, residential, localized retail, live/work employment and open spaces. Some neighborhoods within this district may contain limited light industry.



1) The **Pabst** neighborhood is the most uncertain within Downtown. The recently abandoned brewery buildings should be converted for new uses. The scale and open floor configuration renders them easily adaptable to many uses. This mid section of Downtown does not offer much housing. Consequently, the plan recommends that, at least on upper levels, many of these buildings be converted to residential uses. Live/work units for incubator businesses would also be appropriate in this neighborhood. To maintain the balance of Downtown jobs, some of these buildings should remain in light industrial uses. The employment components of this neighborhood should complement the offerings of MATC; this would be an accessible location for many students to obtain practical training. The existing hardscape appearance of this neighborhood suggests that a few small neighborhood parks would provide necessary local public spaces. Localized retail, such as a cafe, will occur at the neighborhood center at the intersection of Juneau and 10th Streets. If the entire Park East freeway is removed, this neighborhood will benefit from the reconfiguration of Winnebago Street into a tree-lined boulevard.



2) The **Hillside/Haymarket** neighborhood will contain primarily small-scale residences. Vacant and redevelopable parcels will be infilled with townhouses and small apartment buildings. The plan proposes that underutilized parcels be redeveloped into live/work units for incubator businesses. This area is currently underserved with parks. The plan seeks to remedy this with a neighborhood park along the western edge of 10th Street. Several parks are suggested as infill for smaller lots and thereby provide local playgrounds for residents. A neighborhood commercial core, suggested at 6th and Cherry Streets, focuses localized commercial uses and a civic building on a small park. This intimate park will provide a neighborhood gathering spot.



3) The **East Pointe** neighborhood is the most complicated and mixed in this District. Proximity to the Water Street entertainment complex, the existing East Pointe grocery store and MSOE provide this neighborhood with somewhat greater activity. However, smaller scale residences and townhouses dominate the northern edge of the district as it transitions into the surrounding neighborhoods. The duality of the neighborhood's character is revealed in the commercial buildings at the corner of Van Buren and Lyon Streets. While the East Point grocery store draws patrons from well beyond the walking distance, the mixed-use buildings across Lyon Street provide local commercial needs. Removal of the Park East freeway will provide two blocks for mixed-use residential and office uses are suggested for this redevelopment. The open space for this neighborhood exists in the popular East Pointe park.



4) The **Farwell** neighborhood centers on a localized commercial core. Cafes, three greens of varying sizes and transit stops identify the core at the corner of Farwell and Franklin. Medium scale residences and townhouses dominate the western edge. Downtown's tallest residences are located on the eastern edge. Here on the Lake Bluff are the most prestigious residential addresses; tall buildings afford dramatic views of Lake Michigan. Pedestrian paths lead residents down the bluff to the Lake District.



5) The **Kilbourn** neighborhood overlaps portions of the residential section of East Town and the Lake Bluff; it is the most insistently residential neighborhood in Downtown. This neighborhood is composed almost entirely of the most desirable residential addresses. It focuses on a small community green that also provides access to the Lake District; proximity to this amenity is one of this neighborhood's most desirable features.



The images on the following pages illustrate the proposed architectural scale and character for each of the uses within the District



Open Space



Residential-Office-Retail



Residential-Office-Retail



Residential-Office



Sidewalks



Mixed Use



Lakefront Apartments



